



Issues and Directions



The Response to
The Final Report of the
Commission on Declining
School Enrolments
in Ontario

DE 815



Ministry of Education Ministry of Colleges and Universities

Hon. Bette Stephenson, M.D., Minister Dr. H. K. Fisher, Deputy Minister



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Preface

The transition in public education from a growing to a static or shrinking system is a circumstance that has directly affected many citizens in our province and that has wide-ranging implications for all of us. Concern about some of these effects and implications has led to a comprehensive series of recommendations in The Final Report of the Commission on Declining School Enrolments in Ontario. As many of the issues addressed in these recommendations are related to other important changes in the social and economic life of our province — changes that are of vital significance for all citizens — the Government feels that it is both appropriate and desirable to use the occasion of responding to the recommendations to present a more comprehensive statement of its forward policy on the issue of declining enrolment and to outline the actions it intends to take, or has already taken, in connection with it.

The last of the 107 recommendations made by the late Dr. Robert W. B. Jackson was to "never lose sight of the fact that the child as the learner is not only the centre of the school system but the only reason for its existence." This is an important reminder, especially since the nature of the issues addressed in the report, and in this response, requires that we focus our attention on arrangements for the provision of education rather than on the learning process itself. Declining enrolment challenges the ways in which we organize the resources needed for education; it does not alter the ways in which children learn and the nature of the processes that foster that learning. Nevertheless, in the discussion that follows, the final criterion by which every action or proposal should be judged is whether it will assist us in marshalling our energies and resources to best sustain and improve the contribution that public education can make to the development of the child. The goals towards which this development should lead, as articulated in the policy of the Ministry of Education, are given in Part I of this document.

Since January 3, 1979, when the final report of the Commission was released, the Ministry has been involved not only in the analysis of the

Commissioner's recommendations and of the forty-five briefs received in response to the report, but also in the development and initiation of a wide range of policy changes. Some of these have implemented changes that Dr. Jackson recommended. Others have responded to some of the issues raised, or to related issues, but have advocated different solutions. Still others have responded to issues that were not addressed by Dr. Jackson, but that are nevertheless related inasmuch as they involve modifications dictated by the new circumstances that now face us. These initiatives are not treated in separate categories, however; rather, they are presented in a cohesive context to show their relationship to each other and to the general direction that policy might take as we prepare to confront the challenges of the twenty-first century.

The major portion of this paper, Part II, is, therefore, an outline of policy positions the Government has taken or is considering and of initiatives, implemented or projected, that spring from these positions. Many of the projected initiatives are activities designed to open discussion of major aspects of the system's future objectives and structure.

Part III of the paper states the specific position taken by the Government on each of the Commissioner's final recommendations. In many cases the rationale for the position taken is outlined in Part II.

Part IV of the paper is a complete list of the studies commissioned for CODE.

The whole has been put together in an attempt to outline the policy that the Government feels should now apply to public elementary and secondary education, to relate current and contemplated decisions to this policy framework, and to stimulate discussion on the appropriateness of the directions outlined.

June 1980

NOTES:

Formal measures or positions taken or proposed by government are indented from the body of the text, single-spaced, and identified with a three-digit code. As of the date of publication of this document, they fall into three categories which are further coded as follows:

- In effect
- In progress **
- Proposed ***

Throughout the document, use of Ministry refers to the Ministry of Education. Where the word Ministries occurs, the reference is to both the Ministry of Education and the Ministry of Colleges and Universities.

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THE GOALS OF EDUCATION

Education and Society

1.

The values of a society are both reflected and shaped by its educational system. In its reflecting role, education must honour the values and ideals considered important by society; in its shaping role, education must provide leadership and vision. An educational system that fulfils these two roles must be based on an understanding of what society is and what it may become.

In considering what society may become, we must rely on reasonably informed predictions. The general consensus is that we can expect the following circumstances:

- 1. continuing inflation and financial restraint
- a decline in job opportunities for the highly educated and for unskilled youth
- 3. a reduction in the per capita consumption of energy
- 4. an aging population
- 5. the gradual replacement of the nuclear family by alternative family structures
- 6. increasing pressure on Canada to accept large numbers of immigrants from countries undergoing political upheaval
- more sophisticated and accessible data-processing techniques and electronic media

- 8. an improvement in the social and economic status of minority groups
- the need for an expanded concept of education that goes beyond formal schooling
- 10. increased threat of nuclear destruction and growth of terrorism
- 11. greater need for environmental control and conservation of natural resources
- 12. shifts in the existing economic balance within Canada
- 13. continuing difficulty in making accurate labour market forecasts
- scientific advances in cybernetics and the control of mechanical, biological, and electronic systems
- 15. increased need for individuals to adapt to a variety of career patterns and lifestyles

How can an educational system help young people to accept the challenge of redirecting the negative forces and reinforcing the positive ones in the society conjured up by these predictions? The answer lies in the image of the learner that the educational system is intended to serve, the learner who should continue to seek and learn and understand long after the last class has ended and the last textbook has been shut.

The image of the learner implicit in Ministry of Education guidelines and policy statements is complex. Recognizing the diversity of individual abilities and interests, the Ministry views the learner as an active participant in education who gains satisfaction from the dynamics of learning. The concept of the learner as a mere processor of information has been replaced by the image of a self-motivated, self-directed problemsolver, aware of both the processes and uses of learning and deriving a sense of self-worth and confidence from a variety of accomplishments. This learner is guided by values consistent with personal religiousethical beliefs, cultural traditions, and the common welfare of society.

The image also reveals a methodical thinker who is capable of inquiry, analysis, synthesis, and evaluation, as well as a perceptive discoverer capable of resourcefulness, intuition, and creativity.

Lest it be thought that this image of the learner is too idealistic or valid only for students in advanced stages of cognitive development, it should be noted that in the educational system of this province even young children and older ones with learning disabilities are perceived as moving towards this image; in other words, it applies to all learners potentially. The point is that the kind of education provided for the learner envisaged here is quite different from what would be provided for a learner who was envisaged, for example, as requiring a strictly regimented program comprised largely of information to be assimilated or a reluctant learner who had to be coerced and directed at each step towards the acquisition of knowledge. Thus, the very goals of education flow from the image of the learner for whom the education is being provided.

The image of the learner held by the Ministry relies as much on the process as the content of learning because it is through the process that young people become lifelong learners who have, as C. P. Snow says, "the future in their bones" as well as the past in their heads. The inquiring mind and the contemplative spirit can carry them into the uncertain and possibly threatening future with confidence, resourcefulness, and integrity.

It is, however, from our present that we build a bridge to the future, a bridge that derives its strength and stability from the positive values of society. In looking at the present we can see that many social beliefs and values are reflected in the Ontario educational system. These include a belief in the worth of each individual and respect for the particular skills, talents, cultural background, interests, aspirations, and special needs that each may represent. Concern for others, the importance of civil rights and responsibilities in a democratic society, the need to respect natural resources and the environment, the significance of the family, the benefits of health and physical fitness, the value of an educated populace as an economic and cultural resource, the advantages of national unity and bilingualism, are also beliefs that the educational

system shares with other social institutions. And in reflecting these beliefs, educators become vital, although not exclusive, guardians of our social inheritance.

2. The Goals of Education

The family is one of the prime forces in the total education and development of most children. Further influences come from the church, the community, the media, and a variety of other social groups. The Ministry of Education and the school boards in the Province of Ontario share the responsibility for public education, that is, for formal schooling. When these groups are in harmony in their beliefs and practices, the goals of education, forged from the needs of society and the wealth of accumulated knowledge about teaching and learning, can be pursued with vigour and confidence.

The Ministry of Education in Ontario strives to provide in the schools of the province equal educational opportunity for all. In its contribution to programs, personnel, facilities, and resources, the Ministry has the overall purpose of helping individual learners achieve their potential in physical, intellectual, emotional, social, cultural, and moral development. The goals of education, therefore, consist of HELPING EACH STUDENT DEVELOP:

1. A RESPONSIVENESS TO THE DYNAMIC PROCESS OF LEARNING

Processes of learning include observing, sensing, inquiring, creating, analysing, synthesizing, evaluating, and communicating. The dynamic aspect of these processes springs from their source in many instinctive human activities, their application to real-life experiences, and their systematic interrelation within the curriculum.

RESOURCEFULNESS, ADAPTABILITY, AND CREATIVITY IN LEARNING AND LIVING

These attributes apply to modes of study and inquiry, to the management of personal affairs such as career plans and leisure activities, and to the ability to cope with challenge and change.

3. THE BASIC KNOWLEDGE AND SKILLS NEEDED TO COMPREHEND AND EXPRESS IDEAS THROUGH WORDS, NUMBERS, AND OTHER SYMBOLS

Such knowledge and skills will assist the learner in applying rational and intuitive processes to the identification and solution of problems by

a) using language aptly as a means of communication and

an instrument of thought;

b) reading, listening, and viewing with comprehension and insight;

 understanding and using mathematical operations and concepts.

4. PHYSICAL FITNESS AND GOOD HEALTH

Factors that contribute to fitness and good health include regular physical activity, and understanding of human biology and nutrition, the avoidance of health hazards, and concern for personal well-being.

5. SATISFACTION FROM PARTICIPATING AND FROM SHARING THE PARTIC-IPATION OF OTHERS IN VARIOUS FORMS OF ARTISTIC EXPRESSION

Artistic expression involves the clarification and restructuring of personal perception and experience. It is found in the visual arts, music, drama, and literature, as well as in other areas of the curriculum where both the expressive and receptive capabilities of the learner are being developed.

6. A FEELING OF SELF-WORTH

Self-worth is affected by internal and external influences. Internally it is fostered by realistic self-appraisal, confidence and conviction in the pursuit of excellence, self-discipline, and the satisfaction of achievement. Externally it is reinforced by encouragement, respect, and supportive evaluation.

7. AN UNDERSTANDING OF THE ROLE OF THE INDIVIDUAL WITHIN THE FAMILY AND THE ROLE OF THE FAMILY WITHIN THE SOCIETY

Within the family the individual shares responsibility,

develops supportive relationships, and acquires values. Within society the family contributes to the stability and quality of a democratic way of life.

8. SKILLS THAT CONTRIBUTE TO SELF-RELIANCE IN SOLVING PRACTICAL PROBLEMS IN EVERYDAY LIFE

These skills relate to the skilfull management of personal resources, effective participation in legal and civic transactions, the art of parenthood, responsible consumerism, the appropriate use of community agencies and services, the application of accident prevention techniques and a practical understanding of the basic technology of home maintenance.

9. AN ACCEPTANCE OF PERSONAL RESPONSIBILITY IN SOCIETY AT THE LOCAL, NATIONAL, AND INTERNATIONAL LEVELS

Awareness of personal responsibility in society grows out of knowledge and understanding of one's community, one's country, and the rest of the world. It is based on an understanding of social order, a respect for the law and the rights of others, and a concern for the quality of life at home and abroad.

10. ESTEEM FOR THE CUSTOMS, CULTURES, AND BELIEFS OF A WIDE VARIETY OF SOCIETAL GROUPS

This goal is related to social concord and individual enrichment. In Canada it includes regard for

a) the native peoples;

b) the English and French founding peoples;

c) multiculturalism;

d) national identify and unity.

11. SKILLS AND ATTITUDES THAT WILL LEAD TO SATISFACTION AND PRODUCTIVITY IN THE WORLD OF WORK

As well as the appropriate academic, technical, and interpersonal skills, this goal relates to good workhabits, flexibility, initiative, leadership, the ability to cope with stress, and regard for the dignity of work.

12. RESPECT FOR THE ENVIRONMENT AND A COMMITMENT TO THE WISE USE OF RESOURCES

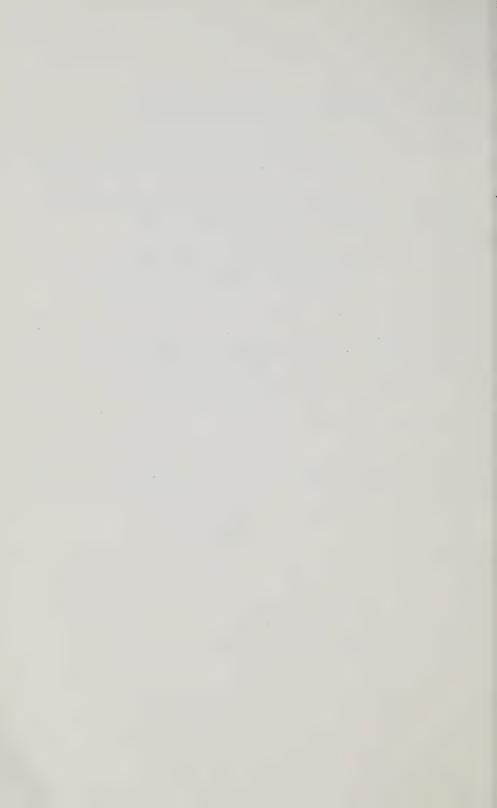
This goal relates to a knowledgeable concern for the quality of the environment, the careful use of natural resources, and the humane treatment of living things.

13. VALUES RELATED TO PERSONAL ETHICAL OR RELIGIOUS BELIEFS AND TO THE COMMON WELFARE OF SOCIETY

Moral development in the school depends in part on a consideration of ethical principles and religious beliefs, a respect for the ideals held by others, and the identification of personal and societal values.

The preceding goals are not arranged in any hierarchical order, nor are they discrete categories from which a checklist should be made. The integrated nature of learning and the complex pattern of human development preclude such a sequential or fragmented approach. The translation of the goals into classroom objectives, however, will undoubtedly result in sequences of learning appropriate to the particular level and stages of development of the students for whom a program is being planned.

To the extent that these goals of education are achieved through endeavours inside and outside the schools of this province, to that extent will the future citizens of Ontario be lifelong learners who can think clearly, feel deeply, and act wisely.



Part II **Policy Positions** and Current and Projected **Initiatives**



POLICY POSITIONS AND CURRENT AND PROJECTED INITIATIVES

Section 1

GENERAL PREMISES

By an order in council approved by Her Honour, the Lieutenant-Governor, on August 24, 1977, the late Dr. Robert W. B. Jackson was appointed a commissioner under Section 9 of The Education Act, 1974, to inquire into the effects and implications of declining school enrolments in Ontario. The Commissioner was given broad terms of reference. His reports were comprehensive and supported by an extensive series of commissioned studies.

(See Part IV)

Although concern for the welfare of the child and children's learning underlies all parts of the report, Dr. Jackson saw declining enrolment not as an educational problem per se, but as a circumstance growing out of, and compounded by, certain social and economic factors -- an effect or consequence, in other words, that in turn has a significant bearing on the organization, administration, and financing of public education. Within this context, he examined almost every aspect of the system. His report is a personal synthesis of how the current arrangements for the provision of elementary and secondary education, developed over thirty years of rapid growth, should be modified to accommodate the changing circumstances we will face in the next twenty years, the period during which enrolment will decline or remain static.

Dr. Jackson's extensive and enlightened compilation of information on the public education system will inform public discussion of educational issues for many years. His work was effective in focusing public attention on the implications of the demographic changes in our province. Of particular value was the recognition, implicit in his report, that in the life of social institutions and the organizations that sustain them, expansion and contraction in size over long periods of time are not simply physical phenomena, but factors

that profoundly affect the psychology and attitudes of the people involved, and hence the administrative objectives and practices they develop.

The Commissioner has made an extensive series of recommendations, each of which flows logically from the personal synthesis developed in the course of his work.

This close relationship between the specific recommendations and a unifying set of underlying values has meant that, in reacting to the report, the Ministry has had to consider not only the individual recommendations, but the broader principles from which they are derived. In turn, in considering specific measures that may be appropriate, the Ministry has had to develop its own set of premises, informed in part by Dr. Jackson's work, but shaped even more significantly by the findings of its own research and review activities and the concerns that emerged in communication with trustees, teachers, students, parents and school board officials. In particular, the Ministry felt it important, as a basis for its considerations, to articulate the goals it has supported, overtly or implicitly, for the educational development of children, (see Part I of this document).

Although Dr. Jackson saw his mandate as being broad and extending to all aspects of the system, he took the basic position that we must be concerned with the schools and the system we have, not with hypothetical alternatives. Consequently, his numerous and comprehensive recommendations centre on measures that are essentially intended to preserve the present system, although in a somewhat contracted form.

The Government, on the other hand, takes the position that it would not be judicious to embark on a comprehensive series of changes designed primarily to maintain the system in its current form. Predictions for the future being what they are, it is imperative that we contemplate measures that pave the way for fundamental structural changes should these become necessary. As well, it is important that we generate the bases for broad discussion and the development of a public understanding that will determine, over the next decade, whether and when more fundamental changes in objectives and structure are needed.

In this broader frame of reference the Government's reaction cannot be confined to simply accepting or rejecting the individual recommendations in the Commissioner's report. The actions proposed in this response, although in some cases related to those recommended by the Commissioner, are to a large extent independent of them.

As responsible citizens, we cannot escape certain realities. Declining or static enrolment in Ontario schools is the result of lowered fertility and changing patterns of immigration and emigration. Birth rates and the movements of people are in turn expressions of attitudes, conditioned by underlying social and economic changes. Therefore, actions taken in response to declining enrolment must also accommodate these more profound changes.

High inflation and unemployment continue to aggravate an already difficult economic climate and to restrict the ability of governments to acquire revenues for funding socially desirable programs. The effects of higher energy costs, as well as the higher costs of natural resources generally, have only begun to make themselves felt.

Another reality we must come to terms with is that a stable social and cultural environment is largely a thing of the past. Statistics indicate that such key characteristics of the social environment as rural-urban transition, home ownership, crime rate, family structure, social assistance, leisure time, church attendance, and ethnocultural composition are constantly changing, in some cases at a bewilderingly rapid pace.

Given these factors, we cannot expect that the real cost of education on a per-pupil basis can be lowered if we aim to maintain the present level of service and make further progress towards the goal of equality of opportunity. Nor does it seem likely that an aging and increasingly childless public will support differential expenditures beyond the proportion that now prevails. The Commissioner makes the point that the public will spend more on education only to the extent that they have more to spend on everything. This possibility rests on the prospect of increased growth in the economy. Factors already referred to suggest that we may do well to maintain our present rate of growth

and that it would be unwise to plan on the assumption of substantial new revenues. In short, all indicators point to a continuing need for restraint, for efficiency of operation, and for the necessity to adopt measures that will ensure that available funds are utilized in ways that make the greatest possible contribution to the educational development of children.

Technological change continues at an accelerating rate, in the short term possibly compounding our economic and social difficulties and in the long term providing better solutions. The process of education will continue to be influenced by the explosive effects of micro-miniaturization on the technology of communication, computation, and information storage and processing.

Given this context, it would appear necessary that any series of systematic changes in the current system, whether prompted initially by declining enrolment or any other circumstance, must be changes that will also increase as much as possible the adaptive capability of the system in the future.

Economic uncertainty has contributed to a growing demand from the public that the system become more accountable with respect to the utilization of resources and the degree of attainment of objectives. The senior level of government is looked to as the agency for ensuring this accountability. As the Commissioner has noted, the public, and indeed many parts of the system itself, seem prepared to accept a greater degree of centralization when it can be shown to enhance accountability and the efficient use of resources in providing educational services for children.

At no time in our history has education in our province been served by a more highly educated and adequately paid corps of teachers and administrators than at present. On average, trustees are better educated, more energetic, and more skillful in the discharge of their functions than in the past. This growing maturity both in the profession and in the trustees must be recognized.

The feeling is also growing that government has become too obtrusive in the regulation of many aspects of the lives of individuals and institutions.

Although in some senses this sentiment is contrary to other current tendencies, it is strong, and has already resulted in a formal program of "deregulation" within the Ontario government. Given the professional maturity that now prevails at the school board level, this movement should find its reflection within the educational system.

Long-range demographic projection involves assumptions whose base is at best uncertain. At the time of completion of his final report (summer of 1978), the Commissioner's best estimates of net immigration and fertility were, respectively, 50,000 per annum and 1.6. A year later it appeared that his estimate of fertility was high and that of net immigration low. At present there are indications, as yet unconfirmed, that fertility may be increasing. On balance, however, the Commissioner's projections still give a good indication of this province's demographic future.

Enrolment will decline slowly or, at best, remain static in the elementary and secondary schools until at least the year 2000. To maintain the current level of services for individual children in the face of the economic outlook, we cannot adopt measures that aim to retain a capacity that will not be utilized fully.

Given an inherent lack of certainty in demographic projections, measures taken now should not be irreversible; they should add to, rather than subtract from, the system's adaptive capability.

In light of these considerations the objective of the Government in responding to The Report on Declining School Enrolments in Ontario is to effect measures which will lead to:

- the preservation of policies and procedures that have proven effective in fostering the province's current goals for education;
- the initiation of processes which will re-examine and, if appropriate, reformulate the goals for public education;
- 3. the development of a maximum adaptive capability within the system to facilitate:

- (a) response to possible major economic and social changes, and
- (b) utilization of major technological advances.

The above will evolve within a context that recognizes:

- the need for continued economy of operation and contraction of the size of the system to one that is more in keeping with current and projected circumstances;
- the growing public expectation for accountability and central leadership when necessary;
- the increasing maturity of the teaching profession and of elected trustees;
- 4. the public desire to be free of unnecessary regulation.

Section 2

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Section 2

EDUCATIONAL GOALS, PROGRAM ORGANIZATION AND CURRICULUM

Goals and Objectives

2.1

Declining enrolment has forced school boards to re-examine the needs of children in their jurisdictions and to review priorities in the light of this reassessment to ensure that the programs that can be offered are as responsive to these needs as possible. The stronger focus on relevance and the need to relate decisions to immediate needs and circumstances have created a healthy climate of inquiry in which the broader issues that underlie specific decisions are also being examined critically. Various elements of the existing program are being assessed in this context, and in many instances useful discussions are emerging about the aims and objectives of the program and hence about the school system itself. The Commissioner did not suggest that the traditional goals, responsibilities, and functions of the system be altered. He saw this as a process to be pursued independently of the one in which he was engaged.

- ** 2.1.1 The Government considers, however, that the goals of education and the responsibilities to be assumed by the school system cannot be divorced from the needs and circumstances which they serve, and that therefore these goals and responsibilities, especially in the post-compulsory phase of secondary education, are matters that must be addressed in the present context.
 - * 2.1.2 The Ministry has completed a comprehensive statement on the goals of education as they are now understood, which applies to all divisions of the school system from Junior Kindergarten to Grade 13. This statement of goals has been presented as PART I of this document. It will be used in a variety of contexts, both to explain current objectives and to assist in evaluating their appropriateness for the future.

Secondary School Study

2.2

The effects of declining enrolment will have immediate and more serious consequences at the secondary school level than will be the case at the elementary level. Organizational and scheduling problems are likely to become acute as secondary enrolments shrink. These factors alone would justify a re-examination of the objectives and organization of the secondary school program. There may well be, however, more fundamental reasons for undertaking a major review. Statistical evidence on participation and drop-out rates in recent years suggests that, in particular, the general and basic level courses in secondary schools may not be meeting the objectives for which they were designed and that the young people enrolled in them may be short-changed.

The inability of the system in recent years to improve retention rates significantly not only compounds the general problem of declining enrolment, but contributes to a high youth unemployment and swells the numbers of those who are unskilled and only marginally employed. There is a growing feeling that current arrangements for the transition from school to working life are serving neither the particular needs of individual students nor the general requirements of the economy as well as they might.

- ** 2.2.1 The Ministry has initiated a major policy review,
 The Secondary Education Review Project. This will
 involve broad representation from the public sector
 and the profession, and will lead to a re-articulation
 of the basic aims and structure of the Intermediate
 and Senior divisions in the context of the current
 and anticipated future needs of the province's
 citizens and of Canadian society.
 - * 2.2.2 The terms of reference and structure of the study provide for:
 - an assessment by external evaluators of the strengths and weaknesses of secondary education in Ontario, and of the extent to which the system is achieving its current objectives when viewed from a broad international perspective,
 - an evaluation, in light of the above, by Ontario parents, employers, educators from post-secondary institutions, and citizens generally

of the system's performance leading to a rearticulation of its goals, objectives, and functions in keeping with current needs and the social and economic trends anticipated for the future;

- the redesigning by practising educators, in light of the restated goals, of the organization and program structure of the system, as well as the provisions linking it to the world of work;
- the validation of the new arrangements by the general public and the profession;
- an implementation plan collaboratively involving all parts of the affected public and profession.
- *** 2.2.3 It is proposed that, upon completion of the secondary education review, three documents will be released to replace the current <u>Circular HS1</u>, which will articulate the future thrust for program and curriculum on a province-wide basis to complement <u>The Formative Years</u> and put into effect the policy conclusions of the secondary education review.

S.G.: Schools General - An Overview, K-13

I.1: The Adolescent Years

S.1: The Senior Years

- 2.3 The individual school has been the traditional unit of planning and delivery for at least the major portion of a student's program at any point in time. In many cases in the future, it will not be possible to offer students the range and continuity of program that have generally been available unless alternative and more broadly integrated and synergistic approaches are taken to program planning and delivery.
 - ** 2.3.1 The Ministry will conclude research now in progress on programming problems and solutions in small secondary schools. The results will be incorporated in a resource document intended to help principals and staffs to organize and schedule changes that will permit a range of programs that would not be viable in small schools organized in traditional patterns.

- *** 2.3.2 The Ministry proposes to make available to school boards guidelines on how groups of schools in reasonable geographic proximity, together with night schools and summer schools, can be organized and scheduled as integrated units so as to maintain breadth and continuity of program for individual students.
- *** 2.3.3 The Ministry proposes to remove legal impediments which now prevent school boards from purchasing certain types of programs from colleges of applied arts and technology and universities. In some instances, the publicly-supported post-secondary sector may be able to supplement the program available from local school boards to the advantage of individual students.
- 2.4 While major changes will not be undertaken until the Secondary School and Education Review Project (2.2) is completed, plans are underway Working to improve the interface between secondary school and working Life and to contribute data to the major study.
 - ** 2.4.1 The apprenticeship linkage program with the secondary schools will be further developed and extended.
 - ** 2.4.2 The formation of Community Industrial Training Committees will be continued, and their links with boards of education strengthened. A minimum of 60 such committees is the target for June 1981. They will bring together representatives from labour, management and education to assess local needs for trained and skilled personnel and to recommend appropriate programs to serve these needs.
 - ** 2.4.3 One hundred additional apprenticeship and manpower training counsellors and support staff are being engaged to help organize work-study and apprenticeship linkage programs.
 - ** 2.4.4 Provincial reviews of technical and business education are being conducted to determine the extent to which school programs are consistent with current Ministry guidelines and to identify emerging needs and possible future trends.

- 2.5 The specific problems of the interface between secondary and Secondary post-secondary education, particularly with reference to the Post-secondary universities, have been explored in depth through the Interface Interface Review.
 - The need for dialogue between teachers in the 2.5.1 secondary and post-secondary sectors remains acute. As soon as feasible, "subject councils" will be established in English, Français, and mathematics. Each will follow different organizational and operational modes. In each, emphasis will be placed on the promotion of local or regional dialogue. will appropriate representation, each council provide a forum for collaboration and exchange of ideas and will offer advice to government regarding the co-ordination of curriculum resources, program evaluation, teacher preparation, approaches to measuring student achievement, and ways to eliminate unnecessary gaps or duplication in programs at the different levels. No additional councils will be until the first three have been established evaluated.
 - ** 2.5.2 The Ministries have entered into discussion with the Council of Ontario Universities to provide, in collaboration with Ontario universities and colleges, and, where appropriate, through the agency of the Ontario Assessment Instrument Pool, test instruments that can be used in the post-admission diagnosis and placement of students and, if desired, as part of the admission process.
 - * 2.5.3 The Ministries have indicated to the universities that they consider it appropriate for them to specify particular subjects or categories of subjects at the university entrance level as part of the general admission requirements, but inappropriate to specify particular subjects or categories of subjects from amongst those offered for the Secondary School Graduation Diploma.
 - * 2.5.4 With the exception of certain specialized programs such as the University of Toronto's Transitional Year Program, preliminary year programs in Ontario universities will no longer be eligible for formula funding.

2.6 Guidance Services and Career Counselling Students need, and will continue to need, accurate and upto-date occupational and educational information. Issues and concerns that need to be addressed include: the present need for skilled workers, occupational forecasting, youth unemployment, development of positive attitudes toward work, work and employability skills, personal-social needs, and economic awareness.

- ** 2.6.1 Eleven schools across the province are participating in a 25-lesson pilot program called Work and Employability Skills. Students in secondary schools, particularly potential drop-outs, will benefit from having these important life skills.
 - * 2.6.2 Recently, the Ministry has published Guidance:

 Curriculum Ideas for Teachers, Primary and Junior

 Divisions. This document specifically aims to promote positive development of the child's potential and to resolve any difficulties early, before they become firmly established.
 - * 2.6.3 After 8?, a yearly Ministry publication for Grade 8 students and their parents, attempts to bridge the gap between elementary and secondary school. Extensively revised, the edition for 1980 stresses the importance of choosing career paths in light of present and future occupational needs.
- ** 2.6.4 Canada Career Week, November 3-9, 1980, will provide schools with an opportunity to focus on the importance of career education and the relationship of school subjects to careers.
- ** 2.6.5 The Student Guidance Information Service provides for students in Ontario schools information in English or French on approximately 6000 occupations, descriptions of training or educational requirements, and descriptions of programs and courses offered at 150 post-secondary institutions. This service will be extended to Grade 7 and 8 students and those in continuing education programs.

Continuing Education

2.7

Changing economic and social patterns have created a need to re-examine the arrangements for continuing education in Ontario. The Ministries are committed to the development of an integrated policy in this field with appropriate funding mechanisms. The policy will draw on the resources of the school boards, the Ontario Educational Communications Authority, the colleges of applied arts and technology, the Correspondence Education Branch of the Ministry, the universities, and other community agencies.

- ** 2.7.1 To initiate dialogue in this area, the Ministries will release a discussion paper on continuing education.
- *** 2.7.2 The Ministries propose to subsequently develop a procedure whereby the various organizations involved can collaboratively determine what policy changes should be considered.
- 2.8 Correspondence education in Ontario has been highly successful in meeting the needs of many thousands of citizens. The current Correspondence model has great inherent flexibility and thus considerable Education potential for serving the educational needs of a broad category of adults who wish to improve their educational standing. Correspondence education also provides the means of meeting the program needs of students who, as a result of declining enrolments, are unable to obtain the credit courses they require at their own secondary schools. However, a large number of the students enrolled in correspondence courses in the Senior division are from urban areas where the local school boards are generally able to provide greater individual supervision and consultation in the students' own schools.
 - *** 2.8.1 It is proposed that steps be taken to assist boards in providing their own correspondence courses in subjects and levels not otherwise available in local schools either individually or co-operatively with other boards.

- * 2.8.2 The Ministry's present correspondence services will remain available to those smaller school boards that do not have sufficient numbers of student or the resources to make it practical to provide programs in all subject areas.
- *** 2.8.3 As part of the general review of continuing education needs and policy (2.7), it is proposed that the special role of correspondence education in this area will be re-examined and amplified.
- 2.9 The provision of appropriate programs and services for Special exceptional pupils will continue to be an important priority.
 - * 2.9.1 The Government will introduce amendments to The Education Act, 1974, making it a responsibility for school boards in Ontario to provide special education programs and services for all students who require such services.
 - *** 2.9.2 It is proposed that additional special education programs be introduced over a number of years following a planning study and assessment of needs in each jurisdiction.
 - * 2.9.3 It is proposed that funding, in addition to that currently provided in the General Legislative Grants Regulation, through the special education weighting factors, be made available to eliminate the time lag between implementation of a new program and receipt of the full provincial funds for which it is eligible.
 - *** 2.9.4 Concurrently with 2.9.2, and building on the experience gained with the pilot boards (2.9.5), it is proposed that the mechanism for funding special education programs be reviewed and redesigned where necessary to reflect adequately the costs involved.
 - ** 2.9.5 Nineteen representative school boards in the province have volunteered to participate in a pilot study during the 1980-81 academic year to refine planning and delivery methods in order to help boards implement the new legislation (2.9.1).
 - * 2.9.6 Professional development and teacher education programs for those in the field of special education have been strengthened through the establishment of the Trillium School in Milton and Le Centre Jules Léger in Ottawa. The Trillium School, opened in the

fall of 1979, is the first publicly-supported residential school in Canada for students with learning disabilities. Its teacher education program has met with a strong, favourable response. Le Centre Jules Léger will provide parallel services for Frenchlanguage students and teachers.

While there is a general decline in the number of elementary and . 2.10 secondary students in the province, the number of school-age children of Native ancestry is increasing. At the same time, People of Canada is granting Indian bands of the Government creasing opportunity to conduct their own affairs including Native the negotiation of tripartite tuition agreements with local Ancestry school boards for the type of educational programs that they

feel will meet their particular needs.

- ** 2.10.1 The Ministry will advance legislative amendments to The Education Act, 1974, to facilitate these agreements. Legislation already exists to ensure appropriate representation on those school boards that serve a significant number of Native students.
- * 2.10.2 The Ministry is currently forming a combined school board in northwestern Ontario in an attempt to create a more efficient unit to provide educational services in five remote communities (Armstrong, Collins, Auden, Ferland, and Allanwater).
- ** 2.10.3 The Curriculum Development Division and the regional offices of the Ministry will continue to co-operate with the Government of Canada and with groups of Native peoples and local school boards to ensure that suitable school programs are available to children of Native ancestry.
- 2.11 The Heritage Languages Program, designed to help children of various ethnic backgrounds retain familiarity with their language of origin and other aspects of their cultural heritage, has proven a valuable component of the government's multicultural policy. It has helped the children involved to develop a positive self-image by showing that the school system values their language and cultural background. The program has therefore made a major contribution to the children's general educational development. School boards have been effective in

carrying out the objectives of the program, working cooperatively with local community groups to their mutual benefit.

- * 2.11.1 The 1980 General Legislative Grants Regulation has been modified to ensure an adequate level of provincial support, and to eliminate the need for a local contribution from the school board or the levying of a user fee.
- ** 2.11.2 In view of the success of the Heritage Languages Program at the elementary level, the Ministry will review the current arrangements for third-language learning at the secondary level for credit purposes.
- 2.12 A central recommendation in the Program section of the Commissioner's report is that the Ministry identify as proCore vincial policy "the minimum set of educational offerings" for Curriculum which every school must assume responsibility. This would involve specifying not only the common core but a minimal range of options that all schools must offer.
 - * 2.12.1 It is considered that existing arrangements, such as the specification in The Formative Years of common learning opportunities to be provided in the Primary and Junior divisions, and the identification in current guidelines of core material in subjects that are compulsory for the Secondary School Graduation Diploma, sufficiently define the "core" program for Ontario schools.
 - ** 2.12.2 No further changes are contemplated in this connection unless a need is indicated by the Secondary Education Review Project (2.2).
- 2.13 Children are served well by the school system only when the curriculum is relevant to their immediate and future needs. The Curriculum nature of our times is such that the current curriculum and Implementation practices have to be continually reviewed and assessed in light and of changing needs and circumstances. As a result of these Review activities, the school boards, the Ministry, the faculties of education, and the Ontario Institute for Studies in Education, all of whom play a part in the review and implementation

process, have developed considerable experience and insight in this area. It is important that we design and adopt procedures that allow us to build on and generalize from this collective experience so that we may exploit it to maximum advantage.

- ** 2.13.1 The provincial review and regional review activities of the regional offices have been designed to facilitate co-operative curriculum implementation as well as to yield information for curriculum modification, both locally and provincially. This aspect of the review process will continue to be developed and emphasized.
- ** 2.13.2 The Ministry will issue a position paper that defines the function of the implementation and review stages and describes the roles of key people in this process.
- 2.14
 Ontario
 Assessment
 Instrument
 Pool

Ultimately a school system is judged by what its students learn in knowledge, skills and attitudes. Methods that allow accurate and objective assessment of these learnings are extremely important, for the findings affect a wide variety of educational decisions. The Ontario Assessment Instrument Pool is a project all those in public education (the designed to help Ministry, school board officials, trustees, principals, teachers) to perform their evaluative and reporting tasks more effectively. For the past two years, task groups have been working to develop assessment instruments that reflect the goals, aims, and objectives of Ministry curriculum guidelines. The wide variety of assessment methods and instruments contained in the pool will serve two basic functions:

- (a) to assist <u>program evaluation</u> at the provincial and local levels, and
- (b) to assist the evaluation of <u>student achievement</u> at the classroom level for both diagnostic and summative evaluation.

The project is a collaborative endeavour. Although the Ministry of Education is providing the leadership, the school boards, organizations of teachers and officials, subject groups, faculties of education, and the Ontario Institute for Studies in Education are working together to collect and develop appropriate materials.

** 2.14.1 Beginning in the fall of 1980, assessment instruments keyed to representative objectives in current Ministry curriculum guidelines will be made available. The initial materials will apply to the following areas:

Mathematics/mathematique (Grades 7-10) English (Grades 7-10) French as a Second Language (Grades 6-10) History (Grades 7-10) Geography (Grades 7-10)

Throughout 1981 assessment materials in a number of additional subjects will become available:

Mathematics/mathematique (Grades 4-6) Anglais (Grades 4-10) Français (Grades 4-10) Chemistry/chimie (Grades 11-13) Physics/physique (Grades 11-13) Histoire (Grades 7-10) Geographie (Grades 7-10)

- ** 2.14.2 A priority will be given to the development of in-service materials that will help teachers, principals, and administrators use the new instruments properly and effectively as they become available in each subject pool.
- ** 2.14.3 Priorities in 1980-81 will be:
 - the refinement and enlargement of the initial pool;
 - development of a centralized service to carry out and assume responsibility for distribution, scoring, and calibration;
 - implementation activities.
- *** 2.14.4 Instrumentation from the pool will be used whenever appropriate as a component of provincial curriculum reviews on a province-wide matrix sampling basis, and will be made available on request as a component of regional reviews and co-operative reviews (see 5.8).

*** 2.14.5 The data yield from the use of the instrumentation in the pool will be a major element, along with qualitative data from the provincial review, in the revision of guidelines.

Section 3

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EDUCATIONAL FINANCE, OPERATING GRANTS AND SCHOOL ACCOMMODATION MEASURES

Cost Projections

3.1

Despite the fact that overall enrolment will decline by a projected ten percent over the next fifteen years, there will not be a proportional reduction in real costs. This failure to realize savings proportional to the drop in enrolment results from unequal geographic dispersion, strong demand for increased levels of service in special program areas, aggressive salary negotiations, the higher average salaries of older and more experienced teachers, and a general unwillingness on the parts of both local school boards and the provincial government to compromise on the quality of the educational services available to children. Combined with the effects of inflation, these factors will lead to steady and substantial increases in the current dollar cost of education.

Competing Social Needs

3.2

While the school-age population is declining, the number of people over 65 will grow from 9 per cent to 13 per cent of the total population by 1995. This will have a major impact on the costs of general social services for the aged and a dramatic impact on health costs. It will be particularly heavy on nursing homes and chronic-care facilities, but it will also affect drug benefits, OHIP, and public hospitals. These additional costs may boost health expenditures by 1995 by \$1200.0 million in constant dollars over the 1978 level.

3.3 Level of Support The need to contain the provincial deficit, to counter inflation and to secure the optimum conditions for Ontario's economic growth place severe limits on the levels of taxation that the province can consider. There will be severe competition for the available funds, not only between the social sector and other sectors of government, but, as has been pointed out, within the social sector itself--among education, health, and other social services.

- * 3.3.1 The differential shifts in the costs of social services caused by demographic change and the long-term economic outlook indicate that the province must continue to look to municipal assessment for a substantial part of the cost of elementary and secondary education.
- *** 3.3.2 While the Government accepts the Commissioner's recommendation of a return to a 60:40 provincial/municipal funding split as a desirable target, and will work towards it as conditions permit, the circumstances outlined indicate that its realization may not be possible in the immediate future.
- 3.4 The continued dependence of elementary and secondary education Assessment funding on the municipal tax base increases the desirability of Equalization raising these funds as equitably as possible.
 - * 3.4.1 The local share of education costs will be based on the assessment equalization factors published in the summer of 1979. This will have the effect of bringing all assessments to current market value. Their use will be controlled so that, in any one year, the change in the property tax for education, attributable to the use of the new factors, will not result in hardship for the individual property owner or renter.
- 3.5
 Immediate
 Operating
 Assistance
- The Government recognizes the need to provide assistance within the present operating grant plan to school boards facing significant enrolment decline. While contraction and consolidation must occur, it is recognized that the net effect of enrolment decline will be an increase in the number of smaller schools that, for a variety of reasons, cannot be closed, although their continued operation may be uneconomical. The General Legislative Grant Regulation has recognized for some time that sparseness of population leads to increased administrative and instructional costs on a per-pupil basis and has compensated for this by introducing weighting factors relating to board size and school size. These factors will be utilized to provide the funding necessary to offset the financial pressure on small schools and on small boards experiencing a significant enrolment decline.

- * 3.5.1 The "small elementary school" weighting factor applies to schools that, on average, have fewer than 20 pupils per grade and are located more than five road miles (eight kilometres) from all other elementary schools of the same language. The factor has been improved in 1980 by increasing the support for schools with fewer than 10 pupils per grade. In recognition of the acute problems facing small secondary schools, particularly in light of declining enrolment, the "small secondary school" factor has been improved substantially. This factor was applicable to schools with fewer than 80 pupils per grade located more than twenty-five road miles (forty kilometres) from all other schools (irrespective of the language of the schools). For 1980, the factor will be applicable to schools with fewer than 120 pupils per grade located more than twenty road miles (thirty-two kilometres) from other schools of the same language, and it will be calculated on a current basis.
- * 3.5.2 All boards with an elementary or secondary school enrolment of less than 4000 pupils that experience a drop in enrolment in excess of the provincial average receive a weighting factor to offset the fixed costs that cannot normally be reduced during the first year of the drop in enrolment. In addition, all boards with a total elementary and secondary school enrolment of less than 4000 pupils receive a weighting factor to offset the additional administrative costs experienced in the operation of such boards.
- 3.6 The current General Legislative Grant Plan is a sensitive and sophisticated instrument for the equitable distribution of Funding provincial funds to school boards. It is recognized, however, Study that because it is based on enrolments and is designed to place all funds at the full discretion of the receiving board, it may not be the most appropriate mechanism for distributing these funds in the future.
 - ** 3.6.1 The Ministry has begun internal exploration of alternative funding plans which may be more appropriate to future circumstances. One of the alternatives that will be reviewed is that of levying direct provincial taxation on all commercial assessment for a more equitable distribution to the entire elementary and secondary school population. At an appropriate stage, these alternatives will be publicized in order to stimulate public discussion

as a basis for determining the future design of the elementary and secondary school funding plan.

Capital Restraint

3.7

The expansionary phase of public education since 1945 has left the province with a stock of buildings for school purposes which, with reasonable care and interjurisdictional cooperation, should meet a substantial proportion of our needs until the end of the century. While it is recognized that new funds will be needed for renovation and for new construction in growth areas, the total demand for capital expenditure can and should be reduced. The greatest possible benefit must be obtained from the limited capital that will be available.

- * 3.7.1 The Ministry will continue to exercise the greatest possible constraint in the approval of capital projects.
- * 3.7.2 The need for and nature of new construction will be examined carefully, and approvals will be based on what is minimally necessary.
- ** 3.7.3 The Ministry will insist on modular and other forms of design which provide maximum flexibility both for later expansion if needed, or for contraction and conversion to alternative uses.
- ** 3.7.4 The Ministry will assemble an inventory of surplus sites and buildings held by school boards. Not only the need for a new project, but the availability of funding from the sale of surplus properties and the size of reserve funds will be given prime consideration by the Ministry when allocating capital funds.
 - * 3.7.5 As of January 1, 1980, grant funds are to be made available during the course of construction on all new projects. This method of financing will replace the former method of debenturing, wherein funds were obtained by the board at the substantial completion

stage. This new process will ensure substantial savings for the province in that the Government's share of a capital project will not be subject to interest charges over an extended period of years. Boards will also benefit from savings as a result of their greatly reduced need for large interim financing.

Alternate Use of Surplus Space

3.8

Declining school enrolments of the magnitude that has occurred in the elementary schools and that will continue to affect the whole school system have created a large surplus of classroom space. In many instances it is likely that whole buildings will have to be declared surplus. This is not a simple problem of disposing of unneeded property in the most economically advantageous ways. In many cases the school, as a centre of recreational and social activities and services, has a function and importance to a commmunity that may continue long after its purely educational role has come to an end. While the ultimate solution to each problem may be unique and is the responsibility of the school board concerned, the provincial government has a direct financial interest in each case. This exists both from the standpoint of protecting the taxpaver from the added cost of the uneconomic maintenance of redundant space and from the need to ensure that alternative public use can be made of the facility, or, if that is not feasible, to ensure that the public equity in the land and property is protected. Municipal government also has an interest in the disposal of school properties, not only as a potential tenant or owner, but also to ensure to the community the amenity that the school and its surrounding land represent. The disposal of redundant school property for maximum community benefit requires close and sympathetic cooperation between school boards and municipalities.

*** 3.8.1

The Ministry has examined a set of procedures to be followed when school boards become deadlocked in disputes over the possible sharing of available facilities or the surrender of an entire building that is surplus to one board, but needed by another board in the same or an adjacent area. These procedures will include, where necessary, investigation and recommendation by a third party appointed

by the Minister. Legislation is proposed to allow the Minister to appropriate a surplus school building needed by another board or to take other action that may be recommended to obtain the most effective use of available facilities.

- ** 3.8.2 The Ministry will require each school board to develop and submit for record its own school closure policy, based on criteria established by the Government. These criteria will include an assessment of the impact of various alternatives on student learning and the safety of the students involved and on the health and viability of the community. The regional offices of the Ministry are issuing to school boards examples of workable closure policies.
- ** 3.8.3 The Ministry will remove certain financial barriers to school closure that are in the current Capital Grant Plan. This will involve the use of the government's remaining financial equity in an existing building for the benefit of the board that is disposing of that building to public or non-profit agencies.
- *** 3.8.4 The Government wishes to encourage boards to dispose of surplus buildings for which there is no foreseeable use. At the same time, the Government does not deem it appropriate that boards of education should be placed in the position of competing on a continuous profit basis with private enterprise in the marketplace. Legislation is proposed to ensure this position.
- *** 3.8.5 It is proposed that the Ministry of Education will discuss with the Ministry of Intergovernmental Affairs the formation of a school board/ municipal government advisory committee to recommend to both groups and to the provincial government measures that should be considered to derive optimum community benefit from the public investment in school buildings and lands.
- 3.9 Large investments in public education have been made over the years. At the present time, the physical assets of the system, Income and more importantly, its personnel and their expertise, are substantially more than are needed. It may be possible to utilize some of these assets so that the system can contribute to its own costs, while maintaining expertise and capacity that would otherwise be lost.

- ** 3.9.1 The Ministry of Education, in collaboration with other ministries of the Ontario government, will establish a Crown agency, which, for all sectors of the educational system and in co-operation with appropriate agencies of the federal government, will:
 - assist private enterprise in assembling the educational and training components for major overseas developmental contracts;
 - assist in the placement overseas of Ontario educators and in the placement of overseas students, on a contractual basis, in Ontario schools, colleges, and universities;
 - engage in the marketing overseas of the services and facilities that the Ontario education system can provide to the developing world.
- *** 3.9.2 It is proposed that steps be taken to investigate, and if possible to promote, the lease or rental of facilities in secondary schools to light industries that are willing to participate in co-operative education programs.
- *** 3.9.3 It is proposed that steps be taken to investigate, and if possible to promote, the redevelopment of urban properties held by school boards for multiple use.

The	Teaching	Profe	ession,	Teache	er E	ducation	<u>,</u>
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THE TEACHING PROFESSION, TEACHER EDUCATION, CERTIFICATION AND PROFESSIONAL DEVELOPMENT

- 4.1 Declining enrolment poses the question of whether the Government should take special measures to protect teachers and other employees of school boards from the effects of redundancy. This in turn raises the question of the status of the teaching profession and the rights and responsibilities that should devolve upon it.
- 4.2 Status of the Teaching Profession
- The Ontario government has adopted a number of measures that have promoted the professional status of teachers and contributed to their security. In 1944, The Teaching Profession Act was passed. Since then, there has been a steady upgrading of qualifications culminating in the early 1970s when a university degree was made the basic requirement for certification. The establishment of the Ontario Institute for Studies in Education has made available to practising teachers and administrators a sophisticated level of knowledge and expertise soundly based on an extensive program of theoretical and empirical research. Hundreds have taken advantage of its programs to obtain postdegrees in the educational field. Professional development for teachers has been encouraged through provincial funding to universities and to OISE and through bursary and exchange programs for teachers. As well, Regulation 546/73, School Year and School Holidays, provides for a reasonable number of professional activity days every year.

The teaching profession enjoys a generous superannuation plan, with the employer's share of contributions paid from provincial funds. The Government guarantees the actuarial soundness of the

fund, which in 1976 was indexed to offset the effects of inflation.

Teachers achieved additional benefits and improved their conditions of work and remuneration through the definition of their rights of negotiation in The School Boards and Teachers Collective Negotiations Act, 1975. The Education Act, 1974 and regulations made under it provide individual contractual security and define a due process to be followed in individual contractual disputes that provides ultimately for judicial review through the board of reference procedure.

Government and citizens alike are proud of the professional stature of Ontario's teaching force. Both recognize, as well, the stark reality of the problems facing the profession and its individual members. Job security has been threatened as declining enrolments create surplus numbers of teachers. Financial constraints, in an economic situation plagued by inflation and slow growth, have made hard decisions a necessity for school boards. Upward promotion and job mobility have become difficult to achieve in a static or contracting system and very few newly trained and youthful members are able to join the profession.

The Ministry of Education has taken an active part in dealing with these problems through an Advisory Committee on Surplus Teachers In Ontario (ACOSTO). The Ministry of Education, the Ministry of Labour, and the Manpower Consultative Service of Employment and Immigration Canada, are providing personnel to a committee representing the Ontario Teachers' Federation, the Ontario Association of Education Administrative Officials, and the Ontario School Trustees' Council, which is working to assist in the establishment of local Manpower Adjustment Committees. These local committees have been set up to relocate surplus teachers either within the profession in Ontario or elsewhere, or in jobs that call for similar talents and training. Such

committees have met considerable success in a number of sectors of the work force across Canada. Beyond these measures, the Government does not feel that additional forms of special protection or assistance can be made available to members of the teaching profession that cannot be made available to all Ontario citizens who face similar job insecurity.

- *** 4.2.1 The Government will not consider major changes in the Teachers' Superannuation Act or any other government-sponsored pension plan until after the report of the Royal Commission on Pensions has been received and reactions to it have been studied. The extent to which major changes can be made will depend upon the ability of the fund and the profession as well as of the Government to assume the burden of the additional costs.
 - ** 4.2.2 Having considered carefully the several proposals advanced in the Commission's report concerning various facets of the professional status of Ontario teachers, the Government has concluded that the primary responsibility for continued professional development and adaptation to changing requirements must be assumed by the profession itself.
- 4.3 The Government believes that the teaching profession has reached College a stage of maturity comparable to that of other established of professions and that the public interest can therefore be safe-Teachers guarded through means other than those now in effect.
 - *** 4.3.1 It is proposed that the Ministry of Education enter into discussions with the Ontario Teachers' Federation to plan the creation of a professional association or "college of teachers", which will exercise, on behalf of the public interest, rights of admission, certification, discipline, professional development, and maintenance of the professional records of teachers.
 - *** 4.3.2 The Ministry of Education proposes to conduct a formal review of The Teaching Profession Act, 1944 with particular reference to the changes that should be made subsequent to the creation of a "college of teachers".

4.4
Teacher
Supply
and
Professional
Development

Dr. Jackson included in his report several recommendations supporting his view that the admission of students to the faculties of education should be regulated and reduced in order to be consistent with the anticipated needs for teachers and that a core group of teacher-educators should be maintained through increased funding to the faculties for in-service education.

- ** 4.4.1 The Government does not consider that direct or indirect intervention to restrict entry to preservice teacher education programs is consistent either with equality of opportunity for the individual student, or with the traditional autonomy of the university community.
- ** 4.4.2 The Government is highly supportive of voluntary efforts among faculties to establish, by mutual agreement, areas of program specialization, to upgrade the quality of entering students and to publicize widely statistics relating to teacher demand by subject and geographic area.
- * 4.4.3 The Government does not consider that any additional funding should be provided to the faculties and OISE for in-service and professional development for teachers, except for teachers of French as a minority language and for teachers of peoples of Native ancestry.
- * 4.4.4 The Government, with the closure in 1979 of the Ontario Teacher Education Colleges in Toronto and Hamilton, has removed itself completely from the direct provision of pre-service teacher education, which will be, henceforth, a university function.
- * 4.4.5 The Government will remove itself completely from the provision, as a direct service, of courses of general professional development and from further certification of teachers. It will transfer responsibility for the delivery of these services to the faculties of education of the universities.
- 4.5 Given the institution of the Ontario Teacher's Certificate and the Ontario Teacher's Qualifications Record Card system, the Post-basic desirability of an extensive system of post-basic teacher cer-Certification tification can be questioned.
 - *** 4.5.1 The Ministries of Education and Colleges and Universities propose to initiate a formal review of the role of and need for post-basic teacher certification.

4.6 The Government recognizes the need to provide alternative means
Alternative of professional growth in a system of static or declining size
Means in which promotion and mobility are restricted.
of Professional
Growth

- ** 4.6.1 The Ministry of Education will continue to develop and expand programs of teacher and administrator exchange.
- *** 4.6.2 The Ministry proposes to take steps to encourage school boards to adopt five-year-term contracts for all positions of responsibility beyond the level of basic teacher (i.e., for assistant and full department heads and chairpersons, vice-principals, principals, co-ordinators, consultants, and supervisory officers) with renewal contingent upon a process of formal performance appraisal.
- *** 4.6.3 It is proposed that the Ministry, through the Crown agency previously referred to, assist teachers and administrators in obtaining overseas postings and develop arrangements to secure pension and seniority rights. (See 3.9.1)

Governance and Administration

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GOVERNANCE AND ADMINISTRATION

- 5.1 Since 1969 when the last major cycle of school board consolidations and boundary adjustments took place, differential shifts in population have occurred, which in many cases were unanticipated. New administrative and communication technologies Consolidation will make possible arrangements that were not considered viable in the past because of distance and sparseness of population.
 - * 5.1.1 A consolidated district school board has been formed on Moose Factory Island.
 - * 5.1.2 The remote communities of Armstrong, Collins, Auden, Ferland, and Allanwater in northwestern Ontario have been consolidated into a combined school board.
 - *** 5.1.3 It is proposed that a Ministry task force continue to re-examine school board boundaries and recommend changes and consolidations where appropriate, paying particular attention to the small, unorganized boards in the north for which the Ministry supplies supervision. Initial consideration will be given to the northwestern Ontario region.
- 5.2 Co-operative Direct Service
- The services of specially qualified people with expert knowledge and skills are important to the effectiveness of the system. Declining enrolment has meant that, in some cases, even large jurisdictions are unable to retain certain specialized types of expertise. One difficulty is that such expertise may not be available in modules corresponding to the board's need and its ability to pay. This has been a chronic problem for small boards in the north and for French-language instructional units.
- *** 5.2.1 It is proposed that, using a suitable region in northern Ontario as a pilot, the Ministry develop a means of conducting annually, through its regional office, a needs-assessment and resource-availability exercise that will identify the:

- amount, duration, and type of special expertise required for supervision, administration, program consultation, and special education, whether in English or French, required by each jurisdiction;
- staff from school boards potentially available as a result of redundance whose expertise could be utilized, through secondment, short-term contract, job exchange, or extended leave, to assist in providing direct services.
- *** 5.2.2 It is proposed that, using a suitable region in northern Ontario as a pilot, the Ministry establish a co-operative mechanism, to be administered by the regional office by which the special resources identified above can be retained and deployed. The costs may be borne by means such as the following:
 - charge-back to participating boards for agreed portions of service;
 - transfers of funds from the budget of the Ministry to support emergent implementation needs;
 - the transfer of funds voted to support special areas of need, such as the French-language funds now being used, funds in the Ministry of Northern Affairs used for developmental needs in the north, and funds in the Ministry of Community and Social Services used to support children's services.
- 5.3 Major determinants in the administration of a school board are Collective the nature of the collective agreement between the board and its Negotiations teachers and the process involved in negotiating it.
 - ** 5.3.1 A formal external review of The School Boards and Teachers Collective Negotiations Act, 1975 by an independent commission is under way, and a report will be made public in the summer of 1980.
 - * 5.3.2 In recommending measures that the Government should consider in relation to the collective negotiation process between school boards and their elementary and secondary teachers, the review commission has been asked to include recommendations responsive to the following specific issues:

- whether negotiations between school boards and teachers should continue on the basis provided under the present act and, if so, what changes, if any, should be made to facilitate the operation of the collective bargaining process in the light of experience to date;
- whether negotiations should be conducted on some other basis, and, if some other basis is recommended.
 - a) who should be the parties to the negotiations, and
 - b) in what manner should the negotiation process be carried out;
- whether elementary and secondary school teachers employed by a board of education should negotiate separately or together;
- what restrictions, if any, should be placed by legislation on the items that may be included in collective agreements between school boards and teachers;
- whether the sanctions available under the current act are appropriate, or whether they should be defined in greater detail;
- what relationship should exist between the collective agreement and the individual teacher's contract.
- *** 5.3.3 Subsequent to receipt of the commission's report, the Ministry proposes to announce a plan to promote dialogue about proposed changes in the current act, which will lead to legislative amendments being introduced in the 1980 fall session of the Legislature.
- 5.4 The quality of the child's educational experience relates very Staff directly to the warmth, skill and care of the teacher and to the Performance quality of support that the teacher receives. Clearly, the Appraisal effective delivery of educational services rests on the capabilities of the individuals employed at each level and stage of the system.

- ** 5.4.1 The system of "management by results", now operating throughout the Ontario government, will be applied more specifically as a basis for effective management within the operating units of the Ministries of Education and Colleges and Universities. This will be complemented by the general extension to all parts of the Ministries of a formal process of goal setting and review as a basis for counselling individual employees.
- *** 5.4.2 It is proposed that trustees, board officials and the Ontario Teachers' Federation be asked to join with the Ministries in discussing and recommending methods for the self-assessment and external assessment of the performance of individual teachers and officials.
- 5.5 Supervisory Officers and Principals

Hitherto, the major administrative and supervisory functions in the operation of school boards and individual schools have been assumed by individuals empowered to do so by virtue of specific certification from the province. The duties of such individuals, delineated in The Education Act, 1974, Section 250 (1), and in Ontario Regulation 704/78, Elementary and Secondary Schools and Schools for Trainable Retarded Children - General, have been subject to occasional formal revision. Since these duties were first established, there has been a more rapid evolution in the actual tasks and functions of principals and supervisory officials than legislative changes would suggest. Considering the greater flexibility that may be required in the future, the appropriateness of current arrangements can be questioned.

- *** 5.5.1 The Ministry of Education proposes to review the advisability of retaining control of the certification of supervisory officers and principals. The review will examine the merits of allowing school boards in future to appoint to principal and supervisory roles any individual deemed appropriate who possesses an Ontario Teacher's Certificate or equivalent certification acceptable to the Minister.
- *** 5.5.2 The Ministry of Education proposes to examine the feasibility of repealing those sections of the act and regulations that specify the duties of supervisory officers and principals and replacing them

with amendments to make school boards directly responsible for ensuring the effective discharge of assigned duties, and to provide sanctions available to the Minister in the event that such duties are not provided for.

Program Evaluation

5.6

The public need for assurance that the considerable but limited funds available for education are being used as effectively as possible to assist children in their educational development will continue and increase. Along with appropriate forms of reporting, an efficient and highly visible system for evaluating educational programs is a prerequisite for maintaining and increasing public confidence. Effective administration at all levels rests on the system's ability to assess those factors that affect program outcomes and to make appropriate adjustments. To this end the Ministry of Education will continue its emphasis on program and system evaluation at both the local and provincial levels.

Provincial Review

5.7

The provincial-review process has become and will continue to be a major vehicle for reviewing policies on a province-wide basis. In its first three years, reviews have been carried out in the following areas:

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- enrolment auditfacility audit
- transportation audit
- Circular 14
- H.S.1
- metrication
- school year and school holidays
- Senior history
- early school leaving

1978-79

- enrolment audit
- transportation audit
- board structures
 and relationships
- education for the trainable retarded
- correspondence education

1979-80

- enrolment audit
- transportation
 - audit
- <u>H-S.1</u>
- basic modified programs
- senior mathamatics
- man in society
- business education
- Circular 14

- continuing education
- Senior health and physical education
- The Formative Years
- The Formative Years (language arts)
- family studies
- arts (The Formative Years)
- days
- community schools
- environmental education
- technological
- studies
- business education
- music--Intermediate and Senior divisions
- human growth and development

- professional activity
- disciplinary practices

- multiculturalism

This pattern of review will continue, in phase with the Ministry of Education's long-range operational plans. The proposed areas of review for 1980-81 are as follows:

- multicultural education
- mathematics. Primary and Junior divisions
- English, Intermediate division
- sex-role stereotyping
- transportation audit
- enrolment audit
- * 5.7.1 The review of provincial policy for program and policy improvement, for assisting in implementation, and for monitoring compliance with legal requirements will be the major activity of the Ministry of Education's regional offices.
- ** 5.7.2 Immediate priorities for the further development of the provincial review process will include:
 - the use, wherever feasible, of samples that are statistically valid for the individual school boards sampled, as well as for the province as a whole;
 - the refinement of instrumentation and reporting formats:

the inclusion, where appropriate, of student achievement information obtained through the use of instrumentation from the Ontario Assessment Instrument Pool.

- ** 5.7.3 As well as continuing to publish the results of provincial reviews on a province-wide basis, the Ministry will continue and will improve the reporting of information from provincial reviews that pertains to individual boards.
- ** 5.7.4 The analysis of provincial review findings will be a major part of both major and minor policy revision and the Ministry of Education's strategic planning process.
- 5.8 For several years the Ministry has had available, for optional use by school boards, a method for the co-operative review and Co-operative evaluation of local school systems. This has been refined Review through application in some twenty jurisdictions.

It has proven to be a highly effective way for a school board to objectively analyse itself in order to systematically plan a multi-year program for improvement and further development.

- *** 5.8.1 It is proposed that every school board should review concurrently all phases of its operations, as a system, at least once in each ten-year period by a co-operative process involving both internal and external assessment. To this end, it may introduce legislation requiring that such a review be held under direct Ministry of Education supervision.
- *** 5.8.2 It is proposed that the emphasis in co-operative review projects be on program evaluation. Instrumentation from the Ontario Assessment Instrument Pool will be made available to assist program evaluation by gathering data on student performance.
- ** 5.8.3 The co-operative-review process will be primarily a vehicle for self-evaluation by the local board of its formulated objectives. Certain topics, however, pertaining to the compliance of particular programs with current Ministry policy and to the auditing of various administrative and financial aspects of each board's activities, will be mandatory components of the review.

- *** 5.8.4 Funding for both the internal and external components of co-operative reviews may be made available.
- Ontario
 Assessment
 Instrument

5.9

Reference was made in section 2.14 to the Ontario Assessment Instrument Pool (OAIP) and its application to assessing student achievement in relation to objectives outlined in Ministry of Education curriculum guidelines. This capacity will allow the province, and local boards on a system-wide basis, to mount more informed, and hence more effective, program evaluation projects. Since a major component of the pool will be assessment instruments related to specific learning objectives, a more flexible assessment capability will be created than can be obtained from conventional standardized tests. officials, local administrators, principals, and teachers can select particular objectives to be assessed and then retrieve instruments geared to those particular objectives. Because the instruments in the pool will have been widely used and pretested, they will be "calibrated" so that anyone using them will be able to compare the performance of representative samples of students in one group with the performance of students in other groups, thus providing a basis for detecting change over time or changes due to particular program modifications.

- * 5.9.1 The long-term objective of the OAIP project is to make available, to educators and officials at all levels, a full range of methods and instruments for gathering assessment data relevant to the educational program in Ontario schools.
- *** 5.9.2 It is proposed that the Ministry of Education make available, in conjunction with the OAIP, methods for local program evaluation.
- *** 5.9.3 Methodology for using the pool instrumentation in provincial reviews and co-operative reviews will be developed in conjunction with the refinement and extension of those services.

- 5.10 To play a positive and constructive role in education, evaluation must serve the needs of many people within the

 Consultative educational community: students, parents, teachers, school administrators, board officials, trustees, and officials of the Ministry of Education. All of these have a stake in the evaluation practices being conducted throughout the province and should be involved in developing a consistent, just, and responsible evaluation policy.
 - *** 5.10.1 The Ministry of Education proposes to establish an evaluation consultative committee, with representation from the Ministry, the Ontario Teachers' Federation, the Ontario School Trustees' Council, the Ontario Association of Education Administrative Officials, and other constituent groups, to advise on matters relating to the implementation and usage of the OAIP and on general aspects of provincial evaluation policy.
- 5.11 A major element in maintaining public confidence in the edu-Annual cational system is the assurance that those responsible for its Reports stewardship report on a regular basis to the electorate.
 - ** 5.11.1 The Education Act, 1974 will be amended to require that a school board shall prepare and release to the public each year an annual report, parts of which shall be in a form prescribed by the Minister.
- 5.12 A number of the initiatives previously listed imply changes in the duties and powers of school boards as they are laid down and currently in The Education Act, 1974. The Ministry of Education Duties and the Ontario School Trustees' Council will consider jointly how these may be implemented effectively and what other changes School may be immediately desirable in view of the changing climate for educational administration.
 - *** 5.12.1 It is proposed that the powers and duties of school boards be reviewed, and amendments to The Education Act, 1974 developed, to provide that school boards assume the following responsibilities, in addition to those presently held:

- to arrange, once every ten years, for a formal system-wide co-operative review under Ministry of Education direction (5.8.1);
- to ensure that a regular and systematic schedule of program review takes place (5.6, 5.9, 5.9.2);
- to ensure that a formal system of staff appraisal is in operation (5.4.2);
- to place appointees to positions of responsibility for a term of five years (4.6.2);
- to ensure the effective discharge of the duties it has delineated and assigned to its principals and supervisory officers (5.5.2);
- to report annually to the public on matters, and in the form, prescribed by the Minister (5.11.1).
- 5.13 The roles of the individual trustee and of the school board have evolved significantly since they were first defined in legisRole lation, particularly in relation to the roles of the board's supervisory and administrative officers. This fact, as well as Trustees the changes proposed above, suggests that the trustee's role should now be redefined.
 - *** 5.13.1 It is proposed that the Ministry enter into immediate discussion with the Ontario School Trustees' Council to develop a process whereby:
 - the structure of the Ontario School Trustees' Council and of its associations can be reviewed, with a view towards the formation of a single trustees' organization;
 - the role of the individual trustee can be reviewed, updated, and defined with greater precision;
 - the feasibility can be determined of establishing school committees of trustees and parents with powers defined in legislation to share in the governance of individuals schools.

Delivery
of
Social
Services

5.14

Sections 5.12 and 5.13 outline immediate adjustments that school boards should consider as interim measures. Certain social issues have created a possible need for future adjustments in school governance. For example, there are pressures on school boards to assume social service roles that are not directly part of their current mandate. There are difficulties in addressing educational problems that may be influenced or determined by other social or community problems. There is concern over the redundance in educational facilities created by enrolment decline. There are demands that social support systems be administered as efficiently as possible. These concerns suggest that we should now begin to make preparations to re-examine the system we have evolved in Ontario for delivering social programs at the municipal level.

*** 5.14.1 It is proposed that discussions be initiated amongst appropriate ministries to identify preliminary studies that should be undertaken and to develop recommendations as to the process to be followed.

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FRENCH-LANGUAGE ELEMENTARY AND SECONDARY EDUCATION

Commitment to French-Language Education

6.1

The Ministry has reviewed carefully both the Commissioner's discussion of the Francophone sector and more particularly Working Paper No. 22, "Franco-Ontarian Elementary and Secondary Education". The Commissioner has pointed out that the geographic dispersion of Franco-Ontarians and the low fertility rate in both the English- and French-speaking sections of the population make it unlikely that the current aspirations for French-language education can be met in the ways that are now being advocated by some spokesmen for that community. Government of Ontario is nevertheless committed to providing quality French-language education that endeavours to meet the linguistic and cultural needs of the children in the Frenchspeaking sectors of the province. Since the enactment of the landmark legislation of 1968, now Part XI of The Education Act, 1974, the Ministry has taken numerous steps to ensure that the nature of the education programs offered in French-language schools is responsive to the particular needs and aspirations of the Franco-Ontarian community. The Government reiterates its intention to ensure that the children of its Francophone communities receive, at both the elementary and secondary levels, quality French-language education programs in a context and in an environment that both recognizes and respects the distinctive characteristics of their culture and thus contributes realistically to the linguistic and cultural objectives held by Ontario's francophone citizens.

6.2
Mixed
Secondary
Schools

The Government acknowledges that at the secondary level the goal has not yet been reached where all young people whose mother tongue is French are receiving their education in the French language in an atmosphere that provides the desired cultural reinforcement and support. The 34 "mixed" or "bilingual"

secondary schools remaining in the province do not meet, in all situations, the aspirations of the French speaking-community, nor do they offer as complete a range of programs in the French language as may be desirable.

- ** 6.2.1 The Ministry of Education will pursue vigorously the implementation of the policy announced on October 5, 1979, with the objective of:
 - a) encouraging school boards to re-examine existing mixed schools and to arrange, wherever possible, for the establishment of administratively separate and homogenous French- and English-language secondary school entities, unless both linguistic groups in the community formally indicate their desire to retain the existing arrangement;
 - b) increasing the range of courses offered in the minority language; developing appropriate teaching, administrative, and supervisory arrangements; and providing a clearly defined and identifiable physical setting for the learning activities of the minority group, even in cases where it shares a school building with students of the majority language group;
 - c) housing the administratively separate Frenchlanguage secondary school entities in separate buildings on separate sites whenever available facilities and capital funds permit.
 - * 6.2.2 The General Legislative Grant Regulation for 1980 provides:
 - a) a secondary school reorganization grant to help school boards with expenses incurred in establishing the new entities;
 - additional grants to ensure that small Frenchlanguage secondary schools are able to operate as viable units;
 - c) additional grants to increase the range of programs offered in the minority language of the mixed schools.

- 6.3 French-Language Services
- The high priority placed on French-language services by the Ministry of Education is reflected in a number of recent initiatives designed to encourage high quality programs and ensure equality of educational opportunity.
- * 6.3.1 The special funding arrangements in the General Legislative Grant Regulation for French minority language education will be maintained and improved to reflect developing needs.
- ** 6.3.2 The French-Language Consultative Services Group working out of the Ministry's regional offices and originally formed for a two-year period, will be maintained as long as a significant need exists.
 - * 6.3.3 The Franco-Ontarian Resource Centre, established in Ottawa to facilitate the province-wide dissemination of French-language learning materials, produced by local boards, schools, or teachers, will be given continued support.
- ** 6.3.4 The Ministry will continue to encourage the commercial production of Canadian French-language learning materials in response to the dearth of such materials, over the past years, in classrooms where French is the language of instruction.
- ** 6.3.5 The Ministry will continue to publish Frenchlanguage versions of all curriculum-related materials such as guidelines and their support documents.
- ** 6.3.6 The Ministry's exchange programs, allowing Francophone students and teachers to visit other jurisdictions, will be maintained.
- ** 6.3.7 A strong French-language component will be developed within the Ontario Assessment Instrument Pool.
- ** 6.3.8 The Student Guidance Information Service will be made available in the French language to all who wish to use it.
- * 6.3.9 The Ministry will continue to sponsor research programs related to French-language education in Ontario.
- * 6.3.10 Le Centre Jules Léger, which opened in Ottawa in the fall of 1979, will provide residential care and educational services for French-speaking children with learning disabilities. Like the Trillium School in Milton, it will offer a training program for teachers of children with learning disabilities.

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ANTICIPATING AND PREPARING FOR THE FUTURE

Preparing for the Future

7.1

The Ministry of Education and the Ministry of Colleges and Universities have placed a high priority on strategic planning and the co-ordination of planning across divisions and branches. This emphasis is reflected in the objectives set out for the Ministries and their operating units and in the organizational structure that has been adopted.

Studies have been completed of basic concepts and principles in the field of strategic planning and of the experience in this field of selected Ontario Government ministries. Discussions have been held with senior staff in the various divisions of the two ministries to determine the planning activities currently taking place and intended, and to examine the issues and problems likely to be encountered in the development and implementation of an approach to strategic planning. This work has led to the formal adoption of a strategic planning process within the two ministries.

7.2 Strategic and Operational Planning "Strategic planning" is concerned with broad policies that give overall direction. It addresses the basic "what" and "why" questions in terms of a fifteen-to-twenty-year time period. "Strategic" contrasts with "operational" planning which is based on a four- or five-year period and is concerned with "how" and "when" kinds of questions. Strategic planning expresses itself in planning or policy guidelines, which can be articulated only by the executive officers of the Ministries, working together from a common data base. Operational planning is largely decentralized; it is carried out on a branch and divisional basis and is supervised by senior executive officers acting in their divisional capacities, in conformity with the established strategic plan.

- ** 7.2.1 The executive committees of the Ministries will, at appropriate intervals, involve themselves formally and corporately in strategic planning activities.
- ** 7.2.2 Senior planning staff drawn from all divisions in the Ministries, with logistical support and coordination from the Research and Evaluation Branch, will form a Strategic Planning Task Group to support the executive committees in their strategic planning role and the divisional heads in operational planning.
- Supporting Activities

7.3

All monitoring, research, review, data-gathering, and analytical activities of the Ministries are potential components of a planning system. Specific means will be devised to maximize their contribution to the planning process and to ensure that the mechanisms needed for systematic planning are in operation. In previous sections, initiatives leading to the development and validation of goals and objectives have been outlined. Such activities are an integral part of strategic planning, which, however, also requires methods both for the identification and analysis of issues and the assessment of current programs in the light of possible future conditions, as well as systems for information management and analysis.

- * 7.3.1 A research advisory committee is in operation, with representation from all divisions within the Ministries, to advise on the research needed to support policy analysis and planning.
- ** 7.3.2 Discussion with the Ontario Institute for Studies in Education will be conducted regarding its utilization of the transfer funds from the Ministry of Education to support research and development, field development, and other activities that are compatible with priorities established by the Ministry's strategic and long-range operational planning processes.
- ** 7.3.3 A program is being developed to identify and monitor the development of public opinion on issues facing education in Ontario. This will include an analysis of data resulting from liaison with special interest groups, from public polling and interviewing studies, from the media, and from the Minister's correspondence.

- ** 7.3.4 Existing assessment and evaluation systems (such as the provincial reviews, co-operative reviews, and college and program review instruments) are being evaluated and rationalized to help ensure their co-ordination and cost-effectiveness for the production of information on the performance and impact of current programs, on structures and on arrangements for delivery.
- ** 7.3.5 New systems for assessment that are being developed include the following: the Ontario Assessment Instrument Pool; a system for surveying the work experience of university and college graduates; and a system for surveying withdrawals from colleges.
- 7.3.6 A computer-based management information system has been developed by the Ministry of Education through the contract research program. The system, Ontario Educational Research Information System (ONTERIS) is intended to handle textual rather than numerical information. It currently contains information from research studies funded by the Ministry of Education and boards of education in Ontario. includes some specialized data bases developed by the Commission on Declining Enrolment. Information on the Ministry's curriculum guidelines and support documents forms another component of the system. The initial development phase of the system has been completed and a multi-year plan has been implemented to cover further development work, funding, and organizational arrangements for its ongoing operation.
- ** 7.3.7 A computer-based system is being developed to help improve the effectiveness and economy of the policy analysis process. This system, based on the ONTERIS model, will provide the capability required for the cataloguing, search, and retrieval of documents needed for evaluation and policy analysis. It also provides a basis for gaining access quickly to information from original documents through the use of computer stored and retrievable abstracts.
- ** 7.3.8 The Management Information Systems and the Research and Evaluation branches have implemented a program to review systematically and to upgrade existing systems to facilitate secondary analysis of data from existing data bases available to the Ministries.
- ** 7.3.9 The library serving the Ministries of Education and Colleges and Universities will be reoriented to a planning and policy research support function and will evolve into a central information centre, which will provide access to all data sources, first for

internal users and later, if feasible, for client organizations of the Ministries.

- ** 7.3.10 In collaboration with other ministries and organizations, assessments are being planned of future developments likely to affect education in the province. Included are sectorial forecasts and holistic views of possible future workforce requirements and changes in the cultural, social, technological, economic, and political environments.
- 7.4 Vital to the success of both strategic and long-range operational planning in the Ministries will be the involvement of Client groups, agencies, and the public at large. Their participation is particularly important in disseminating information about current goals, in redefining goals in light of probable future requirements, and in identifying educational issues based on an evaluation of forecasts of future trends.
 - ** 7.4.1 The Strategic Planning Task Group has been directed to give high priority to the development of methods of involving the Ministries' client groups in planning activities and to ways of providing these groups with ready access to the information required to make an informed contribution to both the Ministries' and their own planning processes.
- 7.5 The complete implementation of a formal strategic planning process, with its supporting subsystems fully operational, will Technological require several years. However, certain developments that have Change immense consequences for the future are already upon us. The possibility of radical technological change over the next twenty years is now clearly evident. These changes may produce short-term dislocation, but will offer long-term advantages. The schools must be able to adapt readily to these changes.

The change that appears to have the greatest implication for the school system is the revolution in the electronics industry. This is the result of micro-miniaturization, the development of "chip" technology, and the advances in communications technology

made possible by satellite and fibre-optic transmission and the development of tele-print and video-disc systems.

- ** 7.5.1 The Ministry of Education will alter, in stages, the orientation of its data processing services to school boards in the provision of:
 - technical specifications for informationprocessing and computing hardware;
 - software programming for on-site use.
- ** 7.5.2 The Ministries will systematically exploit in their own operations the full potential of modern computerized techniques for information storage, retrieval and processing, for computation, and for simulation.
- ** 7.5.3 The Ministries will continue the practical investigation and demonstration of the instructional potential of computer technology that is being conducted by OISE in collaboration with the CAAT system and as part of the Ontario Assessment Instrument Pool project.
- *** 7.5.4 It is proposed that the Ministries revise systematically the curriculum guidelines that relate to computer science and computer applications in collaboration with those in schools, post-secondary institutions, and businesses who have the most recent and relevant theoretical, practical, and pedagogical backgrounds in these areas.
- ** 7.5.5 In collaboration with the Council of Ministers of Education, the Ministry will enter into discussions with the federal government to ensure that access to new satellite transmission systems will be available to provincial educational broadcasting authorities.
- *** 7.5.6 It is proposed that the Ministry of Education develop the capacity to monitor the application to instructional purposes of the new communications, computing, and information-processing technologies and to evaluate the instructional software accompanying these applications.

7.6 <u>Conclusion</u>

In conclusion it is appropriate to return to Dr. Jackson's final recommendation and to the image of the learner upon which

the goals of education are based. The measures being initiated by the Government in response to The Report on Declining School Enrolment in Ontario and to other reports, reviews and research studies have been developed within a context that acknowledges the primacy of the learner. Their effectiveness, therefore, must be assessed in relation to that context.

It is expected that the assessment process will involve open discussion among all those concerned with public elementary and secondary education and that this discussion, stimulated by the policy positions and proposals outlined here, will yield further insight as we move towards the twenty-first century.



Part III

Positions on
Specific
Recommendations
in the Final Report
of the Commission
on Declining
Enrolments



PART III

POSITIONS ON SPECIFIC RECOMMENDATIONS IN THE FINAL REPORT OF THE COMMISSION ON DECLINING ENROLMENTS

Program (1 to 32)	68
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Supervisory and Other School Officers (64 to 66)	81
Administration (67 to 75)	82
Staffing (76 to 96)	84
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In this section each of the one-hundred and seven recommendations in the commissioner's final report is reproduced verbatim together with a Ministry comment with respect to it. In many cases the Ministry response is a consequence of a position outlined in the main body of the text and in these cases the appropriate reference is given.

Several of the commissioner's recommendations are addressed to other organizations such as school boards, teacher federations and faculties of education in universities. Although a number of these are commented on, the Ministries recognize that any follow-up is the responsibility of the groups addressed.

RESPONSE FROM MINISTRY OF EDUCATION AND MINISTRY OF COLLEGES AND UNIVERSITIES	Ministry supports and has assisted through Curriculum Councils of the Regional Education Councils and the ONTERIS system (7.3.6). Subject Councils to deal with the interface between secondary and post-secondary education will be set up (2.5.1). See also Direct Services (5.2).	Some regional offices have teams of individuals to meet specific program needs such as in those French-language instructional units (6.3.2). Implementation of direct services will provide further assistance for specialized types of service (5.2).	Ministry is doing this in a systematic pattern through the Provincial Review Program (2.12, 5.7) and the Co-operative Review Program (5.8). Use of OAIP will be part of the process (2.14, 5.9).
RESPONSE FROM M	Ministry supportions of the Councils of the ONTERIS system the interface by will be set up	Some regional o	Ministry is doing the Provincial Co-operative Release be part of the I
GROUP ADDRESSED	Boards M of E	M of E OTF Supervisory Officer Organizations Faculties of Education Boards	M of E
RECOMMENDATION FROM FINAL REPORT ON DECLINING ENROLMENT FOR THE SCHOOLS	1. School boards increase their cooperation with each other in the design of programs and development of curriculum materials. Regional officials of the Ministry of Education be instructed to provide their services in promoting and coordinating this cooperation on a regional basis, and in some cases on an inter-regional basis.	2. The Ministry of Education establish a team of Ministry and seconded external specialists to advise and assist boards and groups of boards in program planning and development work. Establish that access to the advisory team be through regional officials of the Ministry; the advisory team become operational only after a training program of three months; and the training program be a cooperative effort of the Ministry of Education, the Ontario Teachers Federation, the Ontario Association of Educational Administrative officials, university faculties of education and the boards.	3. The Ministry of Education take steps immediately to determine whether all schools throughout the province have the required program, i.e. the minimum set of educational offerings specified by provincial policy. If necessary, redirect the Ministry's monitoring process to this activity.

A kindergarten to grade 13 foundation program M of E Ministry has specified a foundation program in the for the Ontario schools be developed and publicly tested by the Ministry of Education. Primary, Junior, and Intermediate divisions (2.12.1). Primary, Junior, and Intermediate divisions (2.12.1). Inshes compulsory credits for the SSGD. Its and Senior divisions will be part of the SSGD. Its and Senior divisions will be part of the SSGD. Its and Senior divisions will be part of the SSGD. Its and Senior divisions will be part of the SSGD. Its and Senior divisions will be part of the SSGD. Its and Senior divisions will be part of the SSGD. Its and SSGD. I	ry of Education and the Ministry of M of E and Universities make coordinated MCU of their policies on the training MCU MCU	6. The Minister of Education, in consultation with interested parties, should plan for the establishment, on an experimental basis, of one or more curriculum materials development of one or more curriculum materials development of and participation of, and participation in, an existing centre.	The community liaison encouraged by Ministry guidelines PONA (People of Native Ancestry) I, II and III (in preparation) be continued and expanded. The intent of the liaison should be to make the curriculum offered the students as relevant to their culture as possible without the curriculum becoming a discriminatory confinement of opportunity.
4. A kindergarten for the Ontario publicly tested	5. The Ministry of Colleges and Ur statements of to of increasing recondary schools should clarify amount of init. "recruiting" at leavers, both study, in acade the legislative behaviour.	6. The Minister o with interester establishment, one or more cu centres, or fo participation	7. The community guidelines PON I, II and III and expanded. should be to m students as re possible without discriminatory One way might teachers.

Ministry supports need for empathetic guidance services. [Responsibility for development of such personnel rests with individual boards. New guidance initiatives are providing direct assistance (2.6).	Ministry supports and is taking positive action $(2.10.1)$.	Ministry endorses where feasible.	Ministry endorses	Ministry has encouraged sequential program Planning through its publications and through required board planning submissions. A new guideline K-13 will be released shortly.	Ministry recognizes need for alternative approaches to program planning and delivery in secondary schools (2.3).	
M of E Boards	M of E Boards	Boards	Boards	Boards	Boards	
8. The Ministry of Education play an active role in co-operation with the boards in providing empathetic guidance personnel able to increase the awareness of students of the range of options open to them.	9. The Ministry of Education and the boards encourage the Native Peoples to exercise their rights of involvement in board and school affairs, including by seeking board membership.	10. In the case of split or combined grade classes, a special effort be made to schedule separate FSL classes for each grade.	11. Schools attempt to reduce the movement of itinerant teachers from school to school by changing FSL sessions from 20 to 40 minutes (this is a stated aim of the Ministry's new FSL program).	12. Boards pay special attention to the integration of secondary and elementary FSL programs.	13. Where small numbers of students for senior classes (e.g., grades 11-13) jeopardize the maintenance of language programs, boards designate at least one high school as an FSL centre and consolidate senior classes to assure a complete program (grades 9-13).	

Ministry is encouraging this, and will set up a pilot project (5.2).	Ministry agrees with the concept.	Ministry weighting factors for this are now related to current circumstances, which will help boards finance such training where needed.	Ministry has completed such a project.	Ministry will consider.	Ministry will continue to support.
M of E· Boards	Faculties of Education	M of E	M of E	M of E	M of E
14. Boards consider the co-operative services model initiated by the Midnorthern Region, and other co-operative models, to ensure that some consultant services remain available to teachers.	15. The focus of ESL teacher training courses shift from that of preparing only specialist teachers to that of giving all interested teachers some ESL skills (while continuing to prepare some ESL specialists).	16. The Ministry weighting factor continue to be tied to the number of ESL teachers employed, and ESL become a mandatory service, i.e., the Ministry of Education clearly establish the right of all children needing ESL or ESL/D to that instruction.	17. Some Experience 79 students, together with an experienced TESL member, be utilized next summer to prepare annotated ESL resource lists.	18. Cost-effectiveness of ESL programs and identification of systematic assessment and monitoring processes be incorporated in any list of projects being considered for funding under the contractual research program of the Ministry of Education.	19. The present initiatives on the incorporation of the ethic of multiculturalism into the curriculum be encouraged and continued.

Ministry encourages faculties to do this through the regulation covering basic teacher certification. Certificate courses in multiculturalism are available.	Ministry will continue to support. A document outlining guidelines for cultural/racial integrity in learning materials is in final draft form.	Present initiatives will be continued, with special attention to French-language materials.	Ministry encourages this concept and recognizes need for alternative approaches to program planning and delivery in secondary schools (2.3).	Ministry agreees with the concept.	Ministry will review the issue (2.11.2).	
Faculties of Education	Publishers M of E Cultural Organizations	M of E	Boards	Boards	M of E Boards	
20. All teachers be prepared for teaching in a multicultural society. Multiculturalism, as a part of teacher training, should be an ethic that permeates the syllabus.	21. There be close liaison among publishers, the Ministry and representatives for the various majority and minority groups to ensure quality multicultural materials.	22. The initiatives begun under the Learning Materials Development Plan be continued and be expanded when feasible to include specific support materials prepared "under contract" to the Ministry.	drastically, boards consider creating a language centre at one high school to ensure that a full sequential language program be offered to students who have commenced study of a language.	24. The choice of languages to be offered be more influenced by community needs than by school traditions.	25. When the Heritage Language program appears to be fully operational, attempts be made to measure its effects on secondary school programming.	

Ministry supports and will pilot methods of identifying needs and pooling resources (5.2).	Ministry will review the issue (2.11.2).	Ministry is in agreement. Discussions currently in progress.	A top priority for the Ministry (2.9). The provision of appropriate programs and services for exceptional pupils will continue to be a top priority (2.9).	Ministry has responded (2.9.5).
Boards	M of E Boards	M of E COMSOC	M of E	M of E MCU Faculties of Education
26. Neighbouring boards co-operate to avoid duplication of services, in particular languages, and to ensure that consultant services are available to teachers.	27. The Heritage Language program be continued in its present form for a minimum of four or five years. When the program appears to be fully operational and stabilizing, some attempts be made to predict the implications for secondary school programming and to develop plans for the long-term development of the program in schools at all levels.	28. The Minister of Education and the Minister of Community Services confer to determine the extent of services to be provided to "normal" and to "underprivileged" or "high risk" pre- school children, and to very young school children during their out-of-school hours.	29. The Ministry of Education ensure, through monitoring processes and the provision of sufficient financial and other resources, that all children who now, by accepted government policy, have the right to special education services, receive the required treatment.	30. The necessary professional training in special education be provided in the teacher training institutions, supplemented where necessary at the school systems level through various forms of in-service programs for retraining and upgrading experienced teachers; and particular attention be paid to the results of the survey of the adequacy of current programs reported by Kobrick and Reich (see Table 8, p. 33, Working Paper No.36, Commission on Declining School Enrolments in Ontario, 1978).

and M of E Has been introduced. child has been introduced. child has been introduced. Ministry of The concept of local school commit of Community and Social Services Hinistry will continue to support year. Ministry has internal staff expertise. Iocal M of E Ministry will continue to support year. Ministry has internal staff expertise. Iocal M of E Completed. In M of E Ministry agrees, with minor except der M of E Ministries do not agree (4.4.1). M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1). In M of E Ministries do not agree (4.4.1).	. Legislation	s regard.	the next fiscal veloping this		s (4.4.3,	They consider
and Mof E t child has as his Ministry of Community and Social Services ation. he Mof E to all tions local local der Mof E ation. Mof E ation. Mof E and Anof E fro Mof E and and Mof E fro Mof E and and Anof E and Anof E and and Anof E fro Mof E and and Anof E and Anof E and Anof E and Anof E anof Anof E anof Anof E	top priority for the Ministry (2.9) as been introduced.	inistry will encourage boards in this he concept of local school committee: xplored (5.13.1).	inistry will continue to support in tear. Ministry has internal staff dex pertise.	ompleted.	nistry agrees, with minor exceptions 4.5, 4.5).	
inister of Education amend the Acts and ations to include in clear and unmistark-terms the unalienable right of every child ceive the education he or she needs, as mined by the Minister of Education. inister of Education encourage the opment of community schools and to this pen negotiations with the Minister of nity and Social Services to ensure eration and co-ordination of efforts and ces, including funding and administration. inister of Education contract with the Educational Planning (which has developed onputer model needed and has access to all ata required) to prepare the calculations oned (in the above paragraph) for the loonputer model needed and has access to all ata required) to prepare the offict the local ing. Inister of Education close both the condition college at the end of er Education College at the end of 1979, and transfer their pre-service is sibilities to the faculties of education. Inistry of Education seriously consider by providing leadership in a linating capacity for such programs and in or by faculties of education and instry of Education and Ministry of Education and Ministry of Education and Ministry of Education and Hamilton and Series and Colleges establish, and tree immediately, a pre-service quota for immediately, a pre-service quota for eimmediately, a pre-service quota for eimmediately, a pre-service quota for set eimmediately, and for September, 1979, and for September,	M of E		of E		ш	м
31. The M Regul able to re deter to re deter deter deter deter deter deserving 32. The M 32. The M OISE I the control of the de mention planning school planning school planning school planning coesing development of the M 35. The Mi respondent development de	The Minister of Education amend the Regulations to include in clear and able terms the unalienable right of to receive the education he or she rdetermined by the Minister of Educat		33. The Minister of Education contract with the OISE Educational Planning (which has developed the computer model needed and has access to all the data required) to prepare the calculations mentioned (in the above paragraph) for the school boards each year, as a service to local planning.	4. The Minister of Education close both the Toronto and Hamilton campuses of the Ontario Teacher Education College at the end of June, 1979, and transfer their pre-service responsibilities to the faculties of education.	inistry of Education of to offer or coropment courses for volvement by providinating capacity ed in or by facult	36. The Ministry of Education and Ministry of Universities and Colleges establish, and announce immediately, a pre-service quota for funding for September, 1979, and for September, 1980, which would be 50% less than the 1977-78 actual admissions.

Ministries do not agree (4.4.1).	Not applicable in light of answers to #36 and #37.	Ministry funds demographic studies to determine teacher supply and demand and supports their wide distribution and use (4.4.2).	Ministry supports.
MCU E	M of E	M of E MCU	M of E MCU Universities Boards
37. The Ministry of Education and the Ministry of Universities and Colleges, in consultation with the Council of Ontario Universities and the specific universities which have faculties of education, determine the minimum size of the pre-service capacity for teacher education which should be maintained over the next 10 years, including specification of which faculties shall be closed, if any, and the quotas for each of the remaining faculties, which, subject to periodic review, they will guarantee to fund.	38. The plan in the preceding recommendation be revised in 1988 in accordance with the needs for pre-service education which seem likely for the 1990's and beyond.	39. The Ministry of Education and the Ministry of Universities in consultation with the Ontario Teachers' Federation and the teacher training institutions, prepare an official statement of the likely requirements of teachers for the next decade, including the probable number of newly qualified graduates from the teacher training institutions who are likely to be appointed as teachers in our publicly-supported school system.	40. The statement called for in the preceding recommendation be distributed to all grade 13 classes, to all universities through their presidents and the deans of arts and science and education and be published in full in the Ministry of Education publication Dimensions and through press releases and other media channels.

Ministry encourages school boards to plan and to prepare their own projections of teacher supply and demand by subject area. Where possible, the Ministry will make available the basic information and methodology to prepare these projections.	Not supported, although information should be available to all prospective teachers.	Ministry agrees with the concept.	Ministry believes this to be entirely a matter for resolution by each university but agrees that programs in Faculties of Education could be of benefit in the areas cited.	Ministry believes that the Faculties already lenjoy considerable flexibility in this regard but endorses the concept.
M of E	M Of E	Faculties of Education	Faculties of Education	Faculties of Education
41. The Minister of Education and of Universities and Colleges request the school boards to review and revise the projection of teacher demand, by subject areas, and this projection be up-dated and reported annually to the Ministry through a continuing contract with the OISE Department of Educational Planning.	42. Based on the information obtained from the report requested in the preceding recommendation, the Ministry, in liaison with the training institutions, arrange co-ordination of the numbers being trained in various subject areas and levels, but without applying rigid manpower quotas.	43. Faculties of education revise their programs to make it possible for candidates to gain maximum flexibility in subject areas and school levels.	44. Faculties of education be encouraged to diversify their programs to graduate persons who are qualified for education-related roles other than classroom teachers. Such areas might include day-care workers, welfare and social workers, nursery school teachers, education in third world countries, e.g., CUSO workers, education officers for industrial and commercial firms, for penal systems and for community literacy and adult education programs.	45. Faculties be permitted greater freedom and flexibility in placing their students for the practicums associated with their programs and be encouraged to diversify this aspect of the training program.

Ministry does not support (as a consequence of its position on recommendation 37).	Ministry does not support. The program needs of teachers for the French-language schools differ significantly from those of teachers of French as a Second Language. Existing arrangements meet the needs of both groups.	Ministry supports the concept.	Ministry agrees in principle. Responsibility rests with faculties and boards.
Faculties of Education	Faculties of Education	Faculties of Education	M of E
46. When a faculty develops a diversified program of the kind mentioned above and when it meets with approval of the Ministry of Education and the Ministry of Universities and Colleges, it be granted an additional admission quota above the basic pre-service quota referred to in earlier recommendations.	47. One of the faculties of education be turned into a centre for the training of bilingual teachers for all the schools of Ontario. Such a school could become a microcosm in which candidates from both language backgrounds could live and work in a truly bilingual community. Such a faculty would need to be located in a community which provides easy access to both languages and cultures.	48. Faculties develop special programs so that redundant teachers can return to the faculties for retraining there or in another faculty of the university to gain qualifications in other fields where they may be required.	49. The Ministry of Education accept the principle of an induction program for newly qualified teachers and request faculties of education to plan and offer these programs as a continuation of the practice teaching process.

Not supported at this time for basic certification. Supported for placement in positions of responsibility (4.6.2, 5.12.1).	Ministry supports (4.4.5). Present formula funding preserves 50% of base even if all enrolment disappears. Additional funding will not be made available (4.4.3).
standing policy of Education abandon its long- standing policy of permanent certification of teachers in favour of a system of term certifi- cation which would be valid for five years and which would be renewable only upon satisfactory evidence of serious professional development activity (at least the equivalent of a six-week course) during the preceding period. The primary criteria for renewal would be evidence of continuing professional development and growth, not only through the attainment of further academic and professional qualifica- tions, but through evidence of satisfactory and improving performance on the job (whether or not it be classroom teaching).	couraged to develop a substantial program of in-service and professional development offerlings for practising teachers, including the induction program specified in a previous recommendation. This could be accomplished by the ministries agreeing to fund a certain percentage (e.g., 20%) of current faculty complement for a specific and approved in-service education function, as is done in Scotland. Alternately, but more indirectly, this could be accomplished by the development of a suitable formula for funding in-service activities on a full-time equivalent basis on the same scale as pre-service activities. Of the two funding methods, I prefer the latter and recommend its

Not supported (4.4.3).	For consideration by the appropriate university authorities.	Ministry supports.	Not supported (4.4.3).	Ministry endorses the concept of teachers and their professional organizations assuming responsibility for professional up-dating (4.2.2).
мси	Universities	Faculties of Education OISE	мсл	Faculties of Education
education and OISE be encouraged, perhaps through funding incentives, to establish a diploma or degree program in continuing education, toward which various units of in-service offerings could be presented for credit. Enrolments in such diploma or degree courses be funded on the formula referred to in the immediately preceding recommendation.	63. All units creditable towards a diploma or degree in continuing education be approved by the appropriate university senate, it being understood that such units for credit towards the diploma only do not need to follow the usual full course or half course patterns common in most other faculties. To make inservice training accessible to as many teachers as possible, units which might be equivalent to fifth courses or quarter courses be permissible towards obtaining the diploma.	54. In planning programs of continuing education, faculties of education and OISE seek the advice and participation of competent experienced teachers and administrators along with input from their own faculty members.	55. The Ministry agree to fund a certain percentage (say 10%) of current faculty complement at a faculty of education or at OISE for a specific and approved development consultative service to the school system.	56. The incidental expenses involved in the presentation of the short professional development activities mentioned in the preceding recommendation (excluding, of course, stipends for faculty members, which should not be necessary) should be covered by fees paid by the participating teachers.

For consideration by school boards.	Parties involved need to undertake considerable study and discussion.	Ministry supports.	Ministries will consider.	For consideration by the Faculties and OISE. Ministry considers that the basic determinant should be demonstrated need and demand.
Boards	M of E Teachers' Federations Boards	Faculties of Education OISE	M of E	Faculties of Education OISE
57. Boards of Education be encouraged, where necessary, to maintain pools of relief teachers to release teachers for required in-service activities.	58. First year contracts for the hiring of inexperienced teachers be for less than full-time teaching duties (perhaps 1/2 or 2/3 contracts with appropriate fractional salaries) and that first year teachers be required to participate in induction programs and seminars organized (in co-operation with the Ministry of Education and teachers' federations) by faculties of education and OISE	59. Whenever possible and keeping in mind the need of access to special resources, faculties of education and OISE be encouraged to take their in-service offerings off campus to centres more accessible to many of their teacher clients. This applies particularly to the needs of teachers in Northern Ontario.	60. The Ministries of Education and Universities and Colleges take steps to set up an Advisory Committee on the Supply and Training of Teachers, on which all appropriate interested parties be represented.	61. Faculties of education and OISE be encouraged to maintain their programs in graduate studies in education at least at the current levels of admissions.

Open bidding for government sponsored projects has been the general practice.	Not supported (4.2.1).	Ministry will consider withdrawing from certification of supervisory officers and allowing boards to appoint individuals deemed appropriately qualified (5.5.1).	Ministry supports in principle. Programs are available. Taking advantage of opportunities is the responsibility of the individual teacher, principal, or supervisory officer (4.4).
Faculties of Education OISE	M of E	M of E	M of E Boards
62. Faculties of education and OISE be encouraged to expand their activities in education research, and all staff members have equal access to contract research funds and general research funds provided by ministries and other granting bodies.	63. The Ministries consider the development of an appropriate policy of compensation for all those in teacher education who become redundant because of Ministry decision and who are unable, even with assistance, to find reasonably equivalent alternative employment.	64. Unless automatic vertical mobility is introduced into the system and enforced, all programs aimed at producing more trained supervisory officers be severely curtailed for the next five years.	65. Programs of in-service training for the incumbents be continued and their continuing professional education be encouraged through study leaves and the raising of expected levels of qualifications to include graduate courses at the master's and doctorate levels, as well as through workshops, conferences, other short courses and exchange arrangements. This would not mean any marked departure from existing practices, except possibly for a greater emphasis on graduate studies in education.

Ministry supports the recommendation and will encourage such programs through normal liaison channels.	Regional offices will remain the delivery arm of the Ministry. They will assist boards with these acitivities as far as resources permit under current financial constraints (2.13.1).	Ministry will continue to provide boards with assistance in identifying and solving problems. Where possible, assistance will be provided by the regional offices.	Ministry will exercise constraint on capital projects (3.7). The Minister may have powers to settle disputes over the use of school buildings (3.8.1). Collective negotiations are responsibility of school boards and federations. Process is under review (5.3).
M of E	M of E	M of E Boards	M of E
66. In all programs of in-service education particular attention be paid to the new problems of management in a steady-state or shrinking school system. Under these conditions new situations arise for which the traditional solutions may not be appropriate. Included in these programs should be a focus on the new form of management through consultation and consensus, which must follow as we move from bureaucratic to the political model of school administration.	67. The regional offices be strengthened to the fullest extent possible within the existing financial guide-lines to help school boards develop demographic, building and finance plans, implement curriculum guidelines and prepare curriculum materials.	68. Initiate immediately a sustained effort to promote decentralized political solutions to emerging local and provincial problems associated with declining enrolments, in particular, problems of co-ordination and co-operation. Begin the organization of many sessions for discussion, negotiation and trade-offs to deal with specific inter-board and inter-interest group issues. Encourage board level administrators and Ministry of Education officials to take initiative in promoting these activities.	69. Take steps to increase the Ministry's control over certain finance-related decisions, including the use and sale of school buildings and sites and the working conditions and benefits of school staff members, such as pensions, termination gratuities and like arrangements.

Ministry will enter into immediate discussion with OSTC (5.13.1).	Ministry questions the need for greater civil service complement for direct services except to small boards, but will promote co-operative direct services (5.2). Direct services will be provided in special areas such as special education, for which there will be secondments from boards, as in the case of French-language services (6.3.2).	Ministry has conducted such a review. The current balance between central and decentralized functions is appropriate for current circumstances.	Such an assessment would be part of a system-wide co-operative review (5.8), but Ministry questions need for Ministry approval of local staffing plans, which is a board responsibility.
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70. Do what is in the Ministry's power to facilitate the emergence of a strong province-wide trustees organization that can speak with one voice and play an important political role.	71. The operations of the regional offices be extended to provide greater assistance to the local school boards, if necessary through staff transfers from the central Toronto office.	72. The Minister review the objectives and operations, including in particular the staffing complement, of the central office and of the regional offices to determine the extent to which decentralization in appropriate areas is functional.	73. Each school board in the province be required by the Minster of Education to conduct a thorough "needs assessment" of the positions and functions of its administrative staff, from the position of vice-principal to that of director, and prepare a plan for the short-term and long-term future of the staffing of its schools and central office(s). The needs assessment and plan be reviewed and revised, as necessary, every three years and in each case a copy of the assessment and of the staffing plan be filed, for evaluation and approval, with the Ministry of Education though its

See response to #73.	Ministry agrees that this is sound management practice for boards to follow. Teacher contracts are under review by the commission studying Bill 100 (5.3.2).	Ministry questions the value of providing beyond what is already available. 	Ministry will continue to calculate, produce, and circulate pupil enrolment figures and teacher ratios for each board, based on September 30 reports.	Not applicable to Ministry.	Not applicable to Ministry.
Boards M of F		M of E	M of E Boards	Boards Federations	Boards Federations
74. In conducting its needs assessment and in preparing its staffing plan, the school board operate on the assumption that more of the responsibilities be delegated to staff at the school level and that the Ministry of Education in its evaluation and approval of each plan bear this in mind.	crisis conditions of short duration arise, appointments of staff by boards to deal with them be on a short-term basis only.	76. The Minister of Education take steps at once to ensure that proper records of job classifications are made in the Ministry and maintained, and the result published annually.	77. Pupil ratios be calculated and reported for each type of position, based on September 30 enrolment figures.	78. In negotiations with school boards the teacher associations make elimination of large classes as a first priority, making class size studies each year for elementary and secondary schools and working directly for a maximum size to be set, instead of dealing with rather meaningless reductions, of the average pupio-teacher ratio.	79. No further negotiations on the basis of the PTR alone be conducted by teachers or by boards.

Not applicable to Ministry. 	Ministry will not introduce major amendments to the Teachers' Superannuation Act until after the report is received from the Royal Commission on the Status of Pensions in Ontario (4.2.2).	See response to #81.	The fund is now monitored annually, while the evaluation report is made every three years. Further action on increased contributions will be determined after the Report of the Royal Commission on Pensions and the 1978 evaluation report have been received.	Note response to #83.
80. The concept of continuing employment be OTF instituted for full-time and part-time Boards appointments.	81. After early retirement up to 100 days teaching M of E employment per year, instead of the present 20, be permitted without penalty to age 65.	82. The superannuation regulations be amended to M of E permit, during the period between now and 1986, early retirement on the basis of an 85 factor.	83. The fund be monitored on an annual basis with a M of E thorough evaluation in 1986, and if necessary, contributions of employers and employees be increased from time to time to keep the fund sound.	84. In the light of the 1986 evaluation and the conditions of economy at that time, and of its future prospects, a decision be made in 1986 whether to continue on the basis of the 85 factor or to revert to the 90 factor or to age 65, or to change to age 70.

Not directly applicable to Ministry.	Decisions about any proposed changes in teacher contract provisions await report of Commission studying Bill 100 (5.3.2).	Same response as #86.	Ministry already collects and distributes the data pertaining to professional staff and will continue to do so. The need for such data on other staff is questioned.
OTF	M of E OTF Boards	Boards M of E	M of B
the teaching profession begin work together on the following: (a) early retirement plans; (b) job sharing plans, including night school and summer school jobs; (c) elimination of large classes; (d) encourage most kinds of part-time continuing employment; (e) promotion or transfers, exchanges, and leaves of absence; (f) encouragement of in-service training, including retraining for teaching, as well as for related or even unrelated jobs in business and industry.	86. Present time requirements regarding notice of resignation be withdrawn, and in lieu thereof there be incorporated in the collective agreement between each board and its teaching staff a clause stipulating that notice of intent to resign be given as early as possible, preferably one year in advance of the date of severance of employment.	87. Each board be required to give at least one year's (twelve months) notice of dismissal on the basis of surplus/redundancy, and if the services of the employee are still required within 24 months of notice of such dismissal, he or she be reinstated with full rights, privileges and benefits previously enjoyed.	88. The Minister of Education collect and distribute annually complete information in regard to the number, qualifications, age and sex of all categories of school staff, including support staff, employed by school board.

Ministry proposes to change the Act to provide for term appointments (4.6.2, 5.12.1(d)), but will not take action with respect to the stipend.	Not supported.	School boards are studying the effects of contracting out proposals. Since the relative benefits depend on local circumstances, Ministry sees no value in a general provincial study.	Ministry will consider.
M of E	Boards M of E	M of E	M of E
89. The Minister of Education amend the Acts and Regulations to provide for term appointments for all supervisory and administrative positions for each Board in the province, and the Regulations specify the period and conditions of such term appointments, including the amount legislative grant purposes.	90. Each school board prepare immediately, for submission to the Ministry of Education by June, 1979, short-term plans to 1988 covering the conditions of employment, supply and demand, remuneration and pensions of full-time and part-time non-certificated staff members, including plans, if any, for contracting out services at present or in the future.	gation into the causes and effects of contracting out to determine the relative benefits to the education system and society as a whole, and that the Canadian Union of Public Employees and other interested labour and professional associations be directly involved in this investigation.	92. A detailed staffing and cost study be made for secondary schools, similar to that already completed by Rideout (1977) for elementary schools, to include a review of formulae for allocating staff and a series of case studies of the roles played in education by noncertificated staff and their contributions to our schools.

Ministry is reviewing the funding of special education programs and services in light of the upcoming res-ponsibility legislation (2.9.4).	Not applicable to Ministry.	Not applicable to Ministry.	Not applicable to Ministry.	Ministry will remove certain financial barriers currently in the Capital Grant Plan to school closure and to board disposal of surplus properties. (3.8.3 and 3.8.4). Funds from disposal of surplus properties will be placed in Capital Reserve Funds for use of the board for other capital needs approved by the Ministry.
M of E	Boards Federations	Boards Federations	Boards Federations	M of E
93. Where non-certificated staff, such as registered psychologists, are assigned to active work in special education programs, they be counted, in proportion to their involvement in the program, in the weighting factor for special education used in the calculation of legislative grants to school boards.	94. There be only two bargaining units involved with non-certified staff for each board, one for secretarial and clerical staff, lay assistants, attendance counsellors, audio-visual technicians, and psychologists, and the other for maintenance, operations, transportation and cafeteria personnel.	95. Every staff member be included in one of the bargaining units mentioned immediately above, or at least that strong encouragement to this end be provided by each school board.	96. Part-time employees be included in the bargaining units and be granted the same fringe benefits, including pension opportunities, as full-time employees.	97. Every board be given the authority to dispose of surplus properties and to apply the proceeds immediately to the purchase of other real properties, or to put the proceeds in an escrowl account for a period up to five years without the negative grant being imposed. At any time during the five years the board should be

	Ministry maintains that ownership of school plant, its operation, maintenance, and disposal should remain the responsibility of school boards. Method of capital funding has been changed (3.7.5).	(i) Ministry is monitoring needs very closely. Few secondary facilities are in planning stage (3.7). (ii) Reserve funds from sale of surplus school buildings will provide capital funds for needed renovations.	 (iii) This is currently being done. 	(iv) Ministry agrees (3.8.1).
	M of E	M of E		
allowed to use those funds to purchase new properties, the acquisition of which has been approved by the Ministry. Income from the funds in escrow should be apportioned between the board and the Ministry in the same proportion as the proceeds from the disposal would have been apportioned.	98. The Ministry of Education pay in full, from current revenue, the costs of all new sites, buildings and additions, including replacements, approved by the Minister, and hence own them outright. This provision should be made effective as soon as possible and made retroactive to all real property-related expenditures approved after December 31, 1977.	99. (i) A two-year moratorium be placed on building new secondary school accommodations and excess demand for space be accommodated over the short-run by busing. (ii) At least 50% of the capital budget be directed to renovation, and these capital funds be paid to the boards on the same basis (i.e., in the same ratio of provincial expenditures to local expenditures)	as operating grants. (iii) Capital expenditures continue to be monitored by the Ministry through regional	(iv) Where surplus capacity of one board can meet the requirements of a neighbouring or overlapping board, the services of the Ministry be offered in negotiating the arrangements and terms, and where it is in the public interest, to mandate these arrangements and terms. The Minister should, if necessary, indicate that Ministerial approval of the intended

(v) Ministry agrees (3.8.2).	Ministry will explore this alternative in its funding study (3.6.1).	Ministry agrees with the recommendation as a desirable target (3.3.2).
property transactions of both boards is contingent upon such negotiations serving the interest of local and provincial taxpayers. (v) All boards be requested to prepare for public distribution a statement of their policies and procedures regarding transportation of pupils, possible or anticipated school and class-room closings and the use of space no longer needed for instructional purposes (as discussed in the Second Interim Report and in Information Bulletin No.1).	assessed and taxed for school purposes directly by the province, and be exempted from school- related municipal taxation' there be one school-related industrial-commercial rate for the province, the proceeds of this tax be applied solely to the support of elementary (separate and public) and secondary education in the province as part of the equalization formula applicable to general legislative grants.	purposes be the source of 40% of the total purposes be the source of 40% of the total purposes be the source of 40% of the total provincial costs of board operations within the ceiling of expenditures recognized for grant purposes. (If the first of these two major recommendations is accepted, there will be two components to the taxation of real estate: one will be the provincial tax on industrial-commercial properties for school purposes, the other will be the local taxes on residential and farm properties for school purposes. It is the sum of both of these that is to be 40% of the costs of board operations.)

Ministry favours this recommendation. No action will be taken before the report of the Royal Commission on the Status of Pensions in Ontario has been received.	Ministry is responding to this recommendation through weighting factors in the G. L. G. (3.5).	Ministry agrees and will continue its funding policies to isolate boards. Weighting factors have been increased for small boards.	Ministry favours continuing the policy of block grant funding with limited use of stimulation grants, thus providing a balance between local and provincial responsibilities.
M of E Boards	M of E	M of E	M of E
102. The employer's contributions to the Teachers' Superannuation Fund be made by the boards and that those contributions be included among recognized operating expenditures for grant purposes.	103. Boards with declining enrolments be granted special assistance through the introduction of some form of "slip-year financing" (averaging of enrolments) that spreads the loss in grant revenues from declining enrolments over several years throughout the whole period of decline.	104. The continuation of the special grants for isolate boards. In addition, I recommend that some schools in other than isolate boards, be recognized by the Minister as operating under unusual geographical conditions, or under other unusually challenging conditions, and be designated by the Minister as entitled to receive special funds. The purpose of these funds will be to allow them to operate at significantly higher than usual unit costs in order to provide a minimally acceptable school program (as defined by the Minister). It is further recommended that the associated regulations ensure that the additional funds are in fact spent on the designated schools.	105. "Special" or "stimulation" grants as now designated by the Minister of Education be incorporated into the legislative grant formula, possibly through "weighting factors" (note the exceptions referred to below). If, however, these grants are to be retained as a separate part of the school grants system, I recommend that the province pay the full costs of the services they are intended to promote.

Ministry favours maintaining the weighting factors in its present policy in relation to grants for the areas mentioned. Visibility and accountability are provided for within the present regulations.	Ministry has issued a comprehensive statement on the goals of education as Part I of this document: "In its contribution to programs, personnel, facilities, and resources, the Ministry has the overall purpose of helping individual learners achieve their potential in physical, intellectual, emotional, social, cultural, and moral development."
106. Grants for Special Education, Francophone M of E Education and the Heritage Language Program be provided for in a special section of the regulations and that the related grants be monitored to ensure that they are, in fact, spent only for the intended purposes.	107. Never lose sight of the fact that the child as All Client the learner is not only the centre of the Groups school system but the only reason for its M of E existence.

Studies Part IV Commissioned for CODE



PART IV

STUDIES COMMISSIONED FOR CODE

Working Papers *

Numbe	er Title	Investigator
1.	Resources and Constraints: Public Education and the Economic Environment in Ontario 1978-1987	David K. Foot
2.	Financing Education in Ontario: Issues and Choices	Richard M. Bird
3.	Community Schools: A Solution to Declining Enrolment	Keith Sullivan
4.	Economies of Scale and Cost Quality Relationships in Elementary and Secondary Schools: A Survey	D. A. Dawson
5.	Elementary and Secondary School Teachers, Salaries in Ontario, 1900 to 1975	David Stager
6.	Declining Enrolments and Teacher-Board Negotiations: Bargaining Conditions of Employment	John B. Kervin
7.	Declining Enrolment and the Aging Teaching Force	P. J. Atherton
8.	Survey of Staff Development and Curriculum Services for Quality Education	Susan Padro
9.	The Impact of Declining Enrolments on School Governance and Administration in Ontario	J. Glenn Scott Edward S. Hickcox Gerald T. McLeod Doris W. Ryan Doris W. Ryan
10.	The Impact of Declining School Enrolments on Non- Certified Staff in Ontario	Stephen B. Lawton Gwyneth M. Boodoo
11.	Declining Enrolment and the Financing of Education in Ontario	David M. Cameron

^{*} For information about CODE publications, address correspondence to the Research and Evaluation Branch, Ministry of Education, 15th Floor, Mowat Block, Queen's Park, Toronto, Ontario, M7A 1L2 (Attention Mrs. J. Morgan). Telephone (416) 965-6789

- 12. The Psychology of Declining Enrolment: With a Brief Review of Attempts to Cushion the Negative Effects of Professional Unemployment
- 13. The Impact of Declining Enrolment Upon the Principal and Vice-Principal in Ontario with Implications and Alternatives
- 14. Challenge and Change
- 15. A Non-Heroic Strategy for the Management of Decline: An Examination of the American Approach to Educational Retrenchment
- The Mathematics Program and Declining Enrolment in Ontario
- 17. Educational Needs and Learning Conditions of Adult Learners
- 18. Instructors of Adults
- 19. Class Size in Nova Scotia
- 20. Actual and Projected Effects of Declining Enrolments Upon School Program Offerings in Selected School Districts in the Maritime Provinces
- 21. Property Tax Reform and Educational Finance in Finance in Ontario
- 22. Franco-Ontarian Elementary and Secondary
- 23. The Labour Market Experiences of Non-Teaching Teacher Graduates in Ontario: Results of a Survey of Recent Teacher Graduates
- 24. The Implications of Declining Enrolment for Women Teachers in Public Elementary and Secondary Schools in Ontario

Janice S. Hunt David E. Hunt

Alan F. Brown Padraig O,Toole Reginald de Four

Alan Thomas Sonja Davie

W. S. Peruniak

John Girhiny

Lynn Davie Sonya Davie D. MacKeracher Diana Ironside

James Draper D. Keating

Richard Lewis

Andrew S. Hughes F. A. MacCormick A. B. Morrison Keith C. Sullivan

R. M. Bird N. E. Slack

R. T. Dixon
A. Lecuyer
E. E. Forgue
Jean-Louis Schryburt
Robert Sweet
Pat Tracey

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Dorothy Smith Marilee Reimer Connie Taylor Yoko Ueda 25. Alternatives for Educational Finance F. Brock Rideout Within the Established Parameters Comparisons and projections: The Teachers' Superannuation Fund in Relation to Public Sector Peter J. Atherton J. Chalcraft Pension Plans The Influence of Guidelines on Local 27. F. G. Robinson Curriculum Planning Early Childhood Care and Education Ellen M. Regan 28. K. Leithwood Effects of Declining Enrolments on the Curriculum: 29. D. Montgomerv Perceptions of Supervisory Officers A Descriptive Study of Career Destinations of 30. Board of Education Graduates at the Faculty W. S. Peruniak of Education, Queen's University R. Enns 31. The Effect of Declining Enrolment on F. M. Connelly School Objectives and Programs If Only We Had Really Known the Situation... 32. A Study of Unemployment Among Teachers M. Sinclair in Ontario Proceedings of the Conference on Educational 33. Decisions and Declining School Enrolments: The Contributions of Measurement and Evaluation W. P.Oliver An Effective Curriculum and Instruction 34. Focused Plan for Professional Development A. S. Dukacz The Future for Teacher Education in Ontario The Hansen Group 35. Judi B. Kobrick Declining Enrolment and Its Ramifications for 36. Special Education Carol Reich 37. Report on Second and Third Languages for the Commission on Declining School Mary Hainsworth Enrolments Ministry of The Effect of Demographic Change on 38. Treasury, Economics Elementary and Secondary School and Intergovern-Expenditure mental Affairs

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Job Sharing Through Part-Time Contracts: A Consideration in the Context of

Declining School Enrolments in Ontario

39.

40. Study of the Opinions and Motivations of Teacher Graduates

Cicely Watson Mohindra Gill

41. A Study of Teacher Graduates' Perceptions of the Problem of Surplus Teachers, Surplus Schools, Surplus...., and Suggested Solutions to the Problem

Cicely Watson Mohindra Gill

42. Shaping the Contracting Curriculum: Problems, Principles and Solutions

F. M. Connelly R. Enns

Information Bulletins

er	Title	Investigator
School Facilities, t Declining Enrolment	the Community, and	Howard B. Henderson
Enrolment: A Case St	tudy of the Use of a	E. H. Humphreys
and Social Backgroun Canada; Administrat	nd of Contemporary ive History to 1979;	Albert Fiorino
Teacher Education in 1843-1976	n Ontario: A History,	Albert Fiorino
Financial Aspects of	f Declining Enrolment and	E. Brock Rideout
A Compilation of Cor Received by the Comr	nments and Suggestions nission in Briefs and	R.W.B. Jackson
		W. S. Peruniak M. W. Wahlstrom E. L. Weinstein
		John Girhiny
California's Respons	se to Declining School	W. S. Peruniak
		Vernon S. Ready
Teachers' Centres: / Literature	A Report Based on the	Donna L. Berg
The Scope of Guidel	ine Aims and Objectives	Floyd G. Robinson
Enrolment and Use o	f School Facilities in	Ministry of Treasury, Economics and Inter- governmental Affairs
	Declining Enrolment Rationalizing Accomm Enrolment: A Case St Community School Sys of Planning Historical Overview: and Social Backgrour Canada; Administrat: Programs and Curricu Teacher Education in 1843-1976 Abstracts of Reports Financial Aspects of of Current Research Declining Enrolment Public Reactions to A Compilation of Cor Received by the Comm at the Public Hearin Province Selection of Applica Education: A Case St Professional Develop Enrolment in Ontario California's Response Enrolments The Impact of Declin on Teacher Education Teachers' Centres: Literature The Scope of Guidel The Effect of Demog Enrolment and Use o	School Facilities, the Community, and Declining Enrolment Rationalizing Accommodation in Declining Enrolment: A Case Study of the Use of a Community School System Interaction Model of Planning Historical Overview: Economical, Political and Social Background of Contemporary Canada; Administrative History to 1979; Programs and Curricula Development Teacher Education in Ontario: A History, 1843-1976 Abstracts of Reports on Costs of Education, Financial Aspects of Declining Enrolment and of Current Research into Problems of Declining Enrolment Public Reactions to Declining Enrolments; A Compilation of Comments and Suggestions Received by the Commission in Briefs and at the Public Hearings Held Throughout the Province Selection of Applicants to a Faculty of Education: A Case Study Professional Development and Declining Enrolment in Ontario California's Response to Declining School Enrolments The Impact of Declining School Enrolments on Teacher Education in Britain Teachers' Centres: A Report Based on the

14. Ontario Federation of Home and School Associations: Brief to the Commission on Declining School Enrolments in Ontario

Ontario Federation of Home & School Associations

15. Response of England, Germany and Switzerland to Declining School Enrolments

Catherine Michalski

16. Teacher In-Service Training: A Luxury or a Tool for Survival? The Problem of Continuing Teacher Education as It Appears in the Briefs Submitted to the Commission on Declining School Enrolments in Ontario, 1978

Nelly Fiaz

17. Educator and Publisher Perceptions of Quality Curriculum and Instructional Materials During Declining School Enrolments

James Kormos

 The Impact of Declining School Enrolment on Teacher Education in Denmark, Germany and Sweden

Vernon S. Ready

Mini Studies

Number		itle	Investigator
1.	Mini Study of the City of H	Hamilton	Joseph F. Huston
2.	The Utilization of Supernur as Substitute Teachers Dur Declining Enrolment		A. J. Barone
3.	Economics of Scale in School A Case Study of Waterloo Co Education Schools in Areas	ounty Board of	R. C. Kumar
4.	A Study of Declining Enrold J. A. Turner Family of Scho Board of Education	ments in the cols, Peel	Robert M. Whetter
5.	Anticipated Declining Enro From Two Cities	lments: A Tale	Alan Guy
6.	Mini Study on Waterloo Cou Education, Areas 3 and 6	nty Board of	Kelvin Hughes John Rier
7.	Kenora Economic Base Study Demonstration Exercise	: A CODE	R. C. Kumar
8.	Study of Declining Enrolmed Toronto Board of Education	nts in Area 6,	Ilona Taray
9.	 a) School Adjustments Due Enrolments b) M.S.S.B. Enrolment For (North York Family of Sc) c) Report on Temporary Sci 	ecast Schools)	Norman M. Forma Peter P. Kole
10.	Cost of Education in Ontar of Economies of Scale in So the Board and School Level:	chool Costs at	R. C. Kumar
11.	A Study of Declining Enrol East Grey (Town of Meaford		Scott L. Cameron
12.	Anticipated Declining Enro From Sudbury	lments: A Tale	Alan Guy

Special Reports

Number		Title	Investigator				
Inte	Interim Reports						
1.	The Missing Pupils Ontario, Today and of Conditions, Caus	Tomorrow: A Statement	R.W.B. Jackson				
1.	Les Absents des Eco Aujourd'hui et Dema conditions, des cau	les de l'Ontario in: Description des ses et des problemes	R.W.B. Jackson				
2.	The Challenge of De Critical Emerging P Recommendations for	roblems and	R.W.B. Jackson				
Stat	istical Reports						
1.	Sixty Years of Popu Ontario, 1921 to 198	lation Growth in Bl	R.W.B. Jackson Saeed Quazi				
2.	Utilization of School Occupancy Rates in I Secondary Schools in 1976-77	ol Buildings: Elementary and n Ontario, by Board,	R.W.B. Jackson Saeed Quazi				
3.	Mobility of Secondar in Ontario by Sex ar to 2009-10	ry School Teachers nd by Board, 1966-67	R.W.B. Jackson Saeed Quazi Wayne Burtnyk				
4.	Estimated Period of Elementary School Te Classified by Sex and to 2009-10	Retirement of eachers in Ontario nd by Board, 1977-78	R.W.B. Jackson Saeed Quazi				
5.	Estimated Period of Secondary School Tea Classified by Sex an	Retirement of achers in Ontario, nd by Board, 1977-78	R.W.B. Jackson Saae Quazi				
6.	Qualifications and S Teachers in Secondar	Subject Taught by ry Schools of Ontario	R.W.B. Jackson Saeed Quazi				
7.	Historical Time Seri and Secondary School	es of Elementary Enrolments, 1926-76	R.W.B. Jackson Saeed Quazi				
8.	Projections of Grade School Boards	e Enrolments by	R.W.B. Jackson Saeed Quazi				

Occasional Papers

Class Size in Ontario Schools

R.W.B. Jackson

2. The Mobility of Secondary School Teachers in Ontario

R.W.B. Jackson Saeed Quazi Ramesh Kumar

Final Report

Implications of Declining Enrolment for the Schools of Ontario

R.W.B. Jackson



Summary of Ministry Initiatives Part V



The following six pages are initiatives that are in effect.

- * 2.1.2 The Ministry has completed a comprehensive statement on the goals of education as they are now understood, which applies to all divisions of the school system from Junior Kindergarten to Grade 13. This statement of goals has been presented as PART I of this document. It will be used in a variety of contexts, both to explain current objectives and to assist in evaluating their appropriateness for the future.
- * 2.2.2 The terms of reference and structure of the study provide for:
 - an assessment by external evaluators of the strengths and weaknesses of secondary education in Ontario, and of the extent to which the system is achieving its current objectives when viewed from a broad international perspective,
 - an evaluation, in light of the above, by Ontario parents, employers, educators from postsecondary institutions, and citizens generally of the system's performance leading to a rearticulation of its goals, objectives, and functions in keeping with current needs and the social and economic trends anticipated for the future;
 - the redesigning by practising educators, in light of the restated goals, of the organization and program structure of the system, as well as the provisions linking it to the world of work;
 - the validation of the new arrangements by the general public and the profession;
 - an implementation plan collaboratively involving all parts of the affected public and profession.
- * 2.5.3 The Ministries have indicated to the universities that they consider it appropriate for them to specify particular subjects or categories of subjects at the university entrance level as part of the general admission requirements, but inappropriate to specify particular subjects or categories of subjects from amongst those offered for the Secondary School Graduation Diploma.
- * 2.5.4 With the exception of certain specialized programs such as the University of Toronto's Transitional

Year Program, preliminary year programs in Ontario universities will no longer be eligible for formula funding.

- * 2.6.2 Recently, the Ministry has published <u>Guidance:</u>

 <u>Curriculum Ideas for Teachers, Primary and Junior</u>

 <u>Divisions.</u> This document specifically aims to promote positive development of the child's potential and to resolve any difficulties early, before they become firmly established.
- * 2.6.3 After 8?, a yearly Ministry publication for Grade 8 students and their parents, attempts to bridge the gap between elementary and secondary school. Extensively revised, the edition for 1980 stresses the importance of choosing career paths in light of present and future occupational needs.
- * 2.8.2 The Ministry's present correspondence services will remain available to those smaller school boards that do not have sufficient numbers of student or the resources to make it practical to provide programs in all subject areas.
- * 2.9.1 The Government will introduce amendments to The Education Act, 1974, making it a responsibility for school boards in Ontario to provide special education programs and services for all students who require such services.
- * 2.9.3 It is proposed that funding, in addition to that currently provided in the General Legislative Grants Regulation, through the special education weighting factors, be made available to eliminate the time lag between implementation of a new program and receipt of the full provincial funds for which it is eligible.
- * 2.9.6 Professional development and teacher education programs for those in the field of special education have been strengthened through the establishment of the Trillium School in Milton and Le Centre Jules Léger in Ottawa. The Trillium School, opened in the fall of 1979, is the first publicly-supported residential school in Canada for students with learning disabilities. Its teacher education program has met with a strong, favourable response. Le Centre Jules Léger will provide parallel services for Frenchlanguage students and teachers.
- * 2.10.2 The Ministry is currently forming a combined school board in northwestern Ontario in an attempt to create a more efficient unit to provide educational services in five remote communities (Armstrong, Collins, Auden, Ferland, and Allanwater).

- * 2.11.1 The 1980 General Legislative Grants Regulation has been modified to ensure an adequate level of provincial support, and to eliminate the need for a local contribution from the school board or the levying of a user fee.
- * 2.12.1 It is considered that existing arrangements, such as the specification in The Formative Years of common learning opportunities to be provided in the Primary and Junior divisions, and the identification in current guidelines of core material in subjects that are compulsory for the Secondary School Graduation Diploma, sufficiently define the "core" program for Ontario schools.
- * 3.3.1 The differential shifts in the costs of social services caused by demographic change and the long-term economic outlook indicate that the province must continue to look to municipal assessment for a substantial part of the cost of elementary and secondary education.
- * 3.4.1 The local share of education costs will be based on the assessment equalization factors published in the summer of 1979. This will have the effect of bringing all assessments to current market value. Their use will be controlled so that, in any one year, the change in the property tax for education, attributable to the use of the new factors, will not result in hardship for the individual property owner or renter.
- The "small elementary school" weighting factor applies to schools that, on average, have fewer than 3.5.1 20 pupils per grade and are located more than five road miles (eight kilometres) from all other elementary schools of the same language. The factor has been improved in 1980 by increasing the support for schools with fewer than 10 pupils per grade. In recognition of the acute problems facing small secondary schools, particularly in light of declining enrolment, the "small secondary school" factor has been improved substantially. This factor was applicable to schools with fewer than 80 pupils per grade located more than twenty-five road miles from all other schools (forty kilometres) (irrespective of the language of the schools). For 1980, the factor will be applicable to schools with fewer than 120 pupils per grade located more than twenty road miles (thirty-two kilometres) from other schools of the same language, and it will be calculated on a current basis.

- * 3.5.2 All boards with an elementary or secondary school enrolment of less than 4000 pupils that experience a drop in enrolment in excess of the provincial average receive a weighting factor to offset the fixed costs that cannot normally be reduced during the first year of the drop in enrolment. In addition, all boards with a total elementary and secondary school enrolment of less than 4000 pupils receive a weighting factor to offset the additional administrative costs experienced in the operation of such boards.
- * 3.7.1 The Ministry will continue to exercise the greatest possible constraint in the approval of capital projects.
- * 3.7.2 The need for and nature of new construction will be examined carefully, and approvals will be based on what is minimally necessary.
- * 3.7.5 As of January 1, 1980, grant funds are to be made available during the course of construction on all new projects. This method of financing will replace the former method of debenturing, wherein funds were obtained by the board at the substantial completion stage. This new process will ensure substantial savings for the province in that the Government's share of a capital project will not be subject to interest charges over an extended period of years. Boards will also benefit from savings as a result of their greatly reduced need for large interim financing.
- * 4.4.3 The Government does not consider that any additional funding should be provided to the faculties and OISE for in-service and professional development for teachers, except for teachers of French as a minority language and for teachers of peoples of Native ancestry.
- * 4.4.4 The Government, with the closure in 1979 of the Ontario Teacher Education Colleges in Toronto and Hamilton, has removed itself completely from the direct provision of pre-service teacher education, which will be, henceforth, a university function.
- * 4.4.5 The Government will remove itself completely from the provision, as a direct service, of courses of general professional development and from further certification of teachers. It will transfer responsibility for the delivery of these services to the faculties of education of the universities.
- * 5.1.1 A consolidated district school board has been formed on Moose Factory Island.
- * 5.1.2 The remote communities of Armstrong, Collins, Auden, Ferland, and Allanwater in northwestern Ontario have been consolidated into a combined school board.

- * 5.3.2 In recommending measures that the Government should consider in relation to the collective negotiation process between school boards and their elementary and secondary teachers, the review commission has been asked to include recommendations responsive to the following specific issues:
 - whether negotiations between school boards and teachers should continue on the basis provided under the present act and, if so, what changes, if any, should be made to facilitate the operation of the collective bargaining process in the light of experience to date;
 - whether negotiations should be conducted on some other basis, and, if some other basis is recommended,
 - a) who should be the parties to the negotiations, and
 - b) in what manner should the negotiation process be carried out;
 - whether elementary and secondary school teachers employed by a board of education should negotiate separately or together;
 - what restrictions, if any, should be placed by legislation on the items that may be included in collective agreements between school boards and teachers;
 - whether the sanctions available under the current act are appropriate, or whether they should be defined in greater detail;
 - what relationship should exist between the collective agreement and the individual teacher's contract.
 - * 5.7.1 The review of provincial policy for program and policy improvement, for assisting in implementation, and for monitoring compliance with legal requirements will be the major activity of the Ministry of Education's regional offices.
 - * 5.9.1 The long-term objective of the OAIP project is to make available, to educators and officials at all levels, a full range of methods and instruments for gathering assessment data relevant to the educational program in Ontario schools.

- * 6.2.2 The General Legislative Grant Regulation for 1980 provides:
 - a secondary school reorganization grant to help school boards with expenses incurred in establishing the new entities;
 - additional grants to ensure that small Frenchlanguage secondary schools are able to operate as viable units;
 - additional grants to increase the range of programs offered in the minority language of the mixed schools.
- * 6.3.1 The special funding arrangements in the General Legislative Grant Regulation for French minority language education will be maintained and improved to reflect developing needs.
- * 6.3.3 The Franco-Ontarian Resource Centre, established in Ottawa to facilitate the province-wide dissemination of French-language learning materials, produced by local boards, schools, or teachers, will be given continued support.
- * 6.3.9 The Ministry will continue to sponsor research programs related to French-language education in Ontario.
- * 6.3.10 Le Centre Jules Léger, which opened in Ottawa in the fall of 1979, will provide residential care and educational services for French-speaking children with learning disabilities. Like the Trillium School in Milton, it will offer a training program for teachers of children with learning disabilities.
- * 7.3.1 A research advisory committee is in operation, with representation from all divisions within the Ministries, to advise on the research needed to support policy analysis and planning.
- 7.3.6 A computer-based management information system has been developed by the Ministry of Education through the contract research program. The system, Ontario Educational Research Information System (ONTERIS) is intended to handle textual rather than numerical information. It currently contains information from research studies funded by the Ministry of Education and boards of education in Ontario. It also includes some specialized data bases developed by the Commission on Declining Enrolment. Information on the Ministry's curriculum guidelines and support documents forms another component of the system. The initial development phase of the system has been completed and a multi-year plan has been implemented to cover further development work, funding, and organizational arrangements for its ongoing operation.

The following ten pages are initiatives that are in progress.

- ** 2.1.1 The Government considers, however, that the goals of education and the responsibilities to be assumed by the school system cannot be divorced from the needs and circumstances which they serve, and that therefore these goals and responsibilities, especially in the post-compulsory phase of secondary education, are matters that must be addressed in the present context.
- ** 2.2.1 The Ministry has initiated a major policy review,
 The Secondary Education Review Project. This will
 involve broad representation from the public sector
 and the profession, and will lead to a re-articulation
 of the basic aims and structure of the Intermediate
 and Senior divisions in the context of the current
 and anticipated future needs of the province's
 citizens and of Canadian society.
- ** 2.3.1 The Ministry will conclude research now in progress on programming problems and solutions in small secondary schools. The results will be incorporated in a resource document intended to help principals and staffs to organize and schedule changes that will permit a range of programs that would not be viable in small schools organized in traditional patterns.
- ** 2.4.1 The apprenticeship linkage program with the secondary schools will be further developed and extended.
- ** 2.4.2 The formation of Community Industrial Training Committees will be continued, and their links with boards of education strengthened. A minimum of 60 such committees is the target for June 1981. They will bring together representatives from labour, management and education to assess local needs for trained and skilled personnel and to recommend appropriate programs to serve these needs.
- ** 2.4.3 One hundred additional apprenticeship and manpower training counsellors and support staff are being engaged to help organize work-study and apprenticeship linkage programs.
- ** 2.4.4 Provincial reviews of technical and business education are being conducted to determine the extent to which school programs are consistent with current Ministry guidelines and to identify emerging needs and possible future trends.

- ** 2.5.1 The need for dialogue between teachers in the secondary and post-secondary sectors remains acute. As soon as feasible, "subject councils" will be established in English, Français, and mathematics. Each will follow different organizational and operational modes. In each, emphasis will be placed on the promotion of local or regional dialogue. With appropriate representation, each council provide a forum for collaboration and exchange of ideas and will offer advice to government regarding the co-ordination of curriculum resources, program evaluation, teacher preparation, approaches to measuring student achievement, and ways to eliminate unnecessary gaps or duplication in programs at the different levels. No additional councils will be established until the first three have evaluated.
- ** 2.5.2 The Ministries have entered into discussion with the Council of Ontario Universities to provide, in collaboration with Ontario universities and colleges, and, where appropriate, through the agency of the Ontario Assessment Instrument Pool, test instruments that can be used in the post-admission diagnosis and placement of students and, if desired, as part of the admission process.
- ** 2.6.1 Eleven schools across the province are participating in a 25-lesson pilot program called Work and Employability Skills. Students in secondary schools, particularly potential drop-outs, will benefit from having these important life skills.
- ** 2.6.4 Canada Career Week, November 3-9, 1980, will provide schools with an opportunity to focus on the importance of career education and the relationship of school subjects to careers.
- ** 2.6.5 The Student Guidance Information Service provides for students in Ontario schools information in English or French on approximately 6000 occupations, descriptions of training or educational requirements, and descriptions of programs and courses offered at 150 post-secondary institutions. This service will be extended to Grade 7 and 8 students and those in continuing education programs.
- ** 2.7.1 To initiate dialogue in this area, the Ministries will release a discussion paper on continuing education.
- ** 2.9.5 Nineteen representative school boards in the province have volunteered to participate in a pilot study during the 1980-81 academic year to refine planning and delivery methods in order to help boards implement the new legislation (2.9.1).

- ** 2.10.1 The Ministry will advance legislative amendments to The Education Act, 1974, to facilitate these agreements. Legislation already exists to ensure appropriate representation on those school boards that serve a significant number of Native students.
- ** 2.10.3 The Curriculum Development Division and the regional offices of the Ministry will continue to co-operate with the Government of Canada and with groups of Native peoples and local school boards to ensure that suitable school programs are available to children of Native ancestry.
- ** 2.11.2 In view of the success of the Heritage Languages
 Program at the elementary level, the Ministry will
 review the current arrangements for third-language
 learning at the secondary level for credit purposes.
- ** 2.12.2 No further changes are contemplated in this connection unless a need is indicated by the Secondary Education Review Project (2.2).
- ** 2.13.1 The provincial review and regional review activities of the regional offices have been designed to facilitate co-operative curriculum implementation as well as to yield information for curriculum modification, both locally and provincially. This aspect of the review process will continue to be developed and emphasized.
- ** 2.13.2 The Ministry will issue a position paper that defines the function of the implementation and review stages and describes the roles of key people in this process.
- ** 2.14.1 Beginning in the fall of 1980, assessment instruments keyed to representative objectives in current Ministry curriculum guidelines will be made available. The initial materials will apply to the following areas:

Mathematics/mathematique (Grades 7-10) English (Grades 7-10) French as a Second Language (Grades 6-10) History (Grades 7-10) Geography (Grades 7-10) Throughout 1981 assessment materials in a number of additional subjects will become available:

Mathematics/mathematique (Grades 4-6)
Anglais (Grades 4-10)
Français (Grades 4-10)
Chemistry/chimie (Grades 11-13)
Physics/physique (Grades 11-13)
Histoire (Grades 7-10)
Geographie (Grades 7-10)

- ** 2.14.2 A priority will be given to the development of in-service materials that will help teachers, principals, and administrators use the new instruments properly and effectively as they become available in each subject pool.
- ** 2.14.3 Priorities in 1980-81 will be:
 - the refinement and enlargement of the initial pool;
 - development of a centralized service to carry out and assume responsibility for distribution, scoring, and calibration;
 - implementation activities.
- ** 3.6.1 The Ministry has begun internal exploration of alternative funding plans which may be more appropriate to future circumstances. One of the alternatives that will be reviewed is that of levying direct provincial taxation on all commercial assessment for a more equitable distribution to the entire elementary and secondary school population. At an appropriate stage, these alternatives will be publicized in order to stimulate public discussion as a basis for determining the future design of the elementary and secondary school funding plan.
- ** 3.7.3 The Ministry will insist on modular and other forms of design which provide maximum flexibility both for later expansion if needed, or for contraction and conversion to alternative uses.
- ** 3.7.4 The Ministry will assemble an inventory of surplus sites and buildings held by school boards. Not only the need for a new project, but the availability of funding from the sale of surplus properties and the size of reserve funds will be given prime consideration by the Ministry when allocating capital funds.

- ** 3.8.1 The Ministry has examined a set of procedures to be followed when school boards become deadlocked in disputes over the possible sharing of available facilities or the surrender of an entire building that is surplus to one board, but needed by another board in the same or an adjacent area. These procedures will include, where necessary, investigation and recommendation by a third party appointed by the Minister. Legislation is proposed to allow the Minister to appropriate a surplus school building needed by another board or to take other action that may be recommended to obtain the most effective use of available facilities.
 - ** 3.8.2 The Ministry will require each school board to develop and submit for record its own school closure policy, based on criteria established by the Government. These criteria will include an assessment of the impact of various alternatives on student learning and the safety of the students involved and on the health and viability of the community. The regional offices of the Ministry are issuing to school boards examples of workable closure policies.
 - ** 3.8.3 The Ministry will remove certain financial barriers to school closure that are in the current Capital Grant Plan. This will involve the use of the government's remaining financial equity in an existing building for the benefit of the board that is disposing of that building to public or non-profit agencies.
 - ** 3.9.1 The Ministry of Education, in collaboration with other ministries of the Ontario government, will establish a Crown agency, which, for all sectors of the educational system and in co-operation with appropriate agencies of the federal government, will:
 - assist private enterprise in assembling the educational and training components for major overseas developmental contracts;
 - assist in the placement overseas of Ontario educators and in the placement of overseas students, on a contractual basis, in Ontario schools, colleges, and universities;
 - engage in the marketing overseas of the services and facilities that the Ontario education system can provide to the developing world.

- ** 4.2.2 Having considered carefully the several proposals advanced in the Commission's report concerning various facets of the professional status of Ontario teachers, the Government has concluded that the primary responsibility for continued professional development and adaptation to changing requirements must be assumed by the profession itself.
- ** 4.4.1 The Government does not consider that direct or indirect intervention to restrict entry to preservice teacher education programs is consistent either with equality of opportunity for the individual student, or with the traditional autonomy of the university community.
- ** 4.4.2 The Government is highly supportive of voluntary efforts among faculties to establish, by mutual agreement, areas of program specialization, to upgrade the quality of entering students and to publicize widely statistics relating to teacher demand by subject and geographic area.
- ** 4.6.1 The Ministry of Education will continue to develop and expand programs of teacher and administrator exchange.
- ** 5.3.1 A formal external review of The School Boards and Teachers Collective Negotiations Act, 1975 by an independent commission is under way, and a report will be made public in the summer of 1980.
- ** 5.4.1 The system of "management by results", now operating throughout the Ontario government, will be applied more specifically as a basis for effective management within the operating units of the Ministries of Education and Colleges and Universities. This will be complemented by the general extension to all parts of the Ministries of a formal process of goal setting and review as a basis for counselling individual employees.
- ** 5.7.2 Immediate priorities for the further development of the provincial review process will include:
 - the use, wherever feasible, of samples that are statistically valid for the individual school boards sampled, as well as for the province as a whole;
 - the refinement of instrumentation and reporting formats;
 - the inclusion, where appropriate, of student achievement information obtained through the use of instrumentation from the Ontario Assessment Instrument Pool.

- ** 5.7.3 As well as continuing to publish the results of provincial reviews on a province-wide basis, the Ministry will continue and will improve the reporting of information from provincial reviews that pertains to individual boards.
- ** 5.7.4 The analysis of provincial review findings will be a major part of both major and minor policy revision and the Ministry of Education's strategic planning process.
- ** 5.8.3 The co-operative-review process will be primarily a vehicle for self-evaluation by the local board of its formulated objectives. Certain topics, however, pertaining to the compliance of particular programs with current Ministry policy and to the auditing of various administrative and financial aspects of each board's activities, will be mandatory components of the review.
- ** 5.11.1 The Education Act, 1974 will be amended to require that a school board shall prepare and release to the public each year an annual report, parts of which shall be in a form prescribed by the Minister.
- ** 6.2.1 The Ministry of Education will pursue vigorously the implementation of the policy announced on October 5, 1979, with the objective of:
 - a) encouraging school boards to re-examine existing mixed schools and to arrange, wherever possible, for the establishment of administratively separate and homogenous French and English-language secondary school entities, unless both linguistic groups in the community formally indicate their desire to retain the existing arrangement;
 - b) increasing the range of courses offered in the minority language; developing appropriate teaching, administrative, and supervisory arrangements; and providing a clearly defined and identifiable physical setting for the learning activities of the minority group, even in cases where it shares a school building with students of the majority language group;
 - c) housing the administratively separate Frenchlanguage secondary school entities in separate buildings on separate sites whenever available facilities and capital funds permit.

- ** 6.3.2 The French-Language Consultative Services Group working out of the Ministry's regional offices and originally formed for a two-year period, will be maintained as long as a significant need exists.
- ** 6.3.4 The Ministry will continue to encourage the commercial production of Canadian French-language learning materials in response to the dearth of such materials, over the past years, in classrooms where French is the language of instruction.
- ** 6.3.5 The Ministry will continue to publish Frenchlanguage versions of all curriculum-related materials such as guidelines and their support documents.
- ** 6.3.6 The Ministry's exchange programs, allowing Francophone students and teachers to visit other jurisdictions, will be maintained.
- ** 6.3.7 A strong French-language component will be developed within the Ontario Assessment Instrument Pool.
- ** 6.3.8 The Student Guidance Information Service will be made available in the French language to all who wish to use it.
- ** 7.2.1. The executive committees of the Ministries will, at appropriate intervals, involve themselves formally and corporately in strategic planning activities.
- ** 7.2.2 Senior planning staff drawn from all divisions in the Ministries, with logistical support and co-ordination from the Research and Evaluation Branch, will form a Strategic Planning Task Group to support the executive committees in their strategic planning role and the divisional heads in operational planning.
- ** 7.3.2 Discussion with the Ontario Institute for Studies in Education will be conducted regarding its utilization of the transfer funds from the Ministry of Education to support research and development, field development, and other activities that are compatible with priorities established by the Ministry's strategic and long-range operational planning processes.
- ** 7.3.3 A program is being developed to identify and monitor the development of public opinion on issues facing education in Ontario. This will include an analysis of data resulting from liaison with special interest groups, from public polling and interviewing studies, from the media, and from the Minister's correspondence.

- ** 7.3.4 Existing assessment and evaluation systems (such as the provincial reviews, co-operative reviews, and college and program review instruments) are being evaluated and rationalized to help ensure their co-ordination and cost-effectiveness for the production of information on the performance and impact of current programs, on structures and on arrangements for delivery.
- ** 7.3.5 New systems for assessment that are being developed include the following: the Ontario Assessment Instrument Pool; a system for surveying the work experience of university and college graduates; and a system for surveying withdrawals from colleges.
- ** 7.3.7 A computer-based system is being developed to help improve the effectiveness and economy of the policy analysis process. This system, based on the ONTERIS model, will provide the capability required for the cataloguing, search, and retrieval of documents needed for evaluation and policy analysis. It also provides a basis for gaining access quickly to information from original documents through the use of computer stored and retrievable abstracts.
- ** 7.3.8 The Management Information Systems and the Research and Evaluation branches have implemented a program to review systematically and to upgrade existing systems to facilitate secondary analysis of data from existing data bases available to the Ministries.
- ** 7.3.9 The library serving the Ministries of Education and Colleges and Universities will be reoriented to a planning and policy research support function and will evolve into a central information centre, which will provide access to all data sources, first for internal users and later, if feasible, for client organizations of the Ministries.
- ** 7.3.10 In collaboration with other ministries and organizations, assessments are being planned of future developments likely to affect education in the province. Included are sectorial forecasts and holistic views of possible future workforce requirements and changes in the cultural, social, technological, economic, and political environments.
- ** 7.4.1 The Strategic Planning Task Group has been directed to give high priority to the development of methods of involving the Ministries' client groups in planning activities and to ways of providing these groups with ready access to the information required to make an informed contribution to both the Ministries' and their own planning processes.

- ** 7.5.1 The Ministry of Education will alter, in stages, the orientation of its data processing services to school boards in the provision of:
 - technical specifications for informationprocessing and computing hardware;
 - software programming for on-site use.
- ** 7.5.2 The Ministries will systematically exploit in their own operations the full potential of modern computerized techniques for information storage, retrieval and processing, for computation, and for simulation.
- ** 7.5.3 The Ministries will continue the practical investigation and demonstration of the instructional potential of computer technology that is being conducted by OISE in collaboration with the CAAT system and as part of the Ontario Assessment Instrument Pool project.
- ** 7.5.5 In collaboration with the Council of Ministers of Education, the Ministry will enter into discussions with the federal government to ensure that access to new satellite transmission systems will be available to provincial educational broadcasting authorities.

The following seven pages are initiatives that are proposed.

*** 2.2.3 It is proposed that, upon completion of the secondary education review, three documents will be released to replace the current <u>Circular HS1</u>, which will articulate the future thrust for program and curriculum on a province-wide basis to complement <u>The Formative Years</u> and put into effect the policy conclusions of the secondary education review.

S.G.: Schools General - An Overview, K-13

I.1: The Adolescent Years

S.1: The Senior Years

- *** 2.3.2 The Ministry proposes to make available to school boards guidelines on how groups of schools in reasonable geographic proximity, together with night schools and summer schools, can be organized and scheduled as integrated units so as to maintain breadth and continuity of program for individual students.
- *** 2.3.3 The Ministry proposes to remove legal impediments which now prevent school boards from purchasing certain types of programs from colleges of applied arts and technology and universities. In some instances, the publicly-supported post-secondary sector may be able to supplement the program available from local school boards to the advantage of individual students.
- *** 2.7.2 The Ministries propose to subsequently develop a procedure whereby the various organizations involved can collaboratively determine what policy changes should be considered.
- *** 2.81 It is proposed that steps be taken to assist boards in providing their own correspondence courses in subjects and levels not otherwise available in local schools either individually or co-operatively with other boards.
- *** 2.8.3 As part of the general review of continuing education needs and policy (2.7), it is proposed that the special role of correspondence education in this area will be re-examined and amplified.
- *** 2.9.2 It is proposed that additional special education programs be introduced over a number of years following a planning study and assessment of needs in each jurisdiction.

- *** 2.9.4 Concurrently with 2.9.2, and building on the experience gained with the pilot boards (2.9.5), it is proposed that the mechanism for funding special education programs be reviewed and redesigned where necessary to reflect adequately the costs involved.
- *** 2.14.4 Instrumentation from the pool will be used whenever appropriate as a component of provincial curriculum reviews on a province-wide matrix sampling basis, and will be made available on request as a component of regional reviews and co-operative reviews (see 5.8).
- *** 2.14.5 The data yield from the use of the instrumentation in the pool will be a major element, along with qualitative data from the provincial review, in the revision of guidelines.
- *** 3.3.2 While the Government accepts the Commissioner's recommendation of a return to a 60:40 provincial/municipal funding split as a desirable target, and will work towards it as conditions permit, the circumstances outlined indicate that its realization will not be possible in the immediate future.
- *** 3.8.1 The Ministry has examined a set of procedures to be followed when school boards become deadlocked in disputes over the possible sharing of available facilities or the surrender of an entire building that is surplus to one board, but needed by another board in the same or an adjacent area. These procedures will include, where necessary, investigation and recommendation by a third party appointed by the Minister. Legislation is proposed to allow the Minister to appropriate a surplus school building needed by another board or to take other action that may be recommended to obtain the most effective use of available facilities.
- *** 3.8.4 The Government wishes to encourage boards to dispose of surplus buildings for which there is no foreseeable use. At the same time, the Government does not deem it appropriate that boards of education should be placed in the position of competing on a continuous profit basis with private enterprise in the marketplace. Legislation is proposed to ensure this position.
- *** 3.8.5 It is proposed that the Ministry of Education will discuss with the Ministry of Intergovernmental Affairs the formation of a school board/ municipal government advisory committee to recommend to both groups and to the provincial government measures that should be considered to derive optimum community benefit from the public investment in school buildings and lands.

- *** 3.9.2 It is proposed that steps be taken to investigate, and if possible to promote, the lease or rental of facilities in secondary schools to light industries that are willing to participate in co-operative education programs.
- *** 3.9.3 It is proposed that steps be taken to investigate, and if possible to promote, the redevelopment of urban properties held by school boards for multiple use.
- *** 4.2.1 The Government will not consider major changes in the Teachers' Superannuation Act or any other government-sponsored pension plan until after the report of the Royal Commission on Pensions has been received and reactions to it have been studied. The extent to which major changes can be made will depend upon the ability of the fund and the profession as well as of the Government to assume the burden of the additional costs.
- *** 4.3.1 It is proposed that the Ministry of Education enter into discussions with the Ontario Teachers' Federation to plan the creation of a professional association or "college of teachers", which will exercise, on behalf of the public interest, rights of admission, certification, discipline, professional development, and maintenance of the professional records of teachers.
- *** 4.3.2 The Ministry of Education proposes to conduct a formal review of The Teaching Profession Act, 1944 with particular reference to the changes that should be made subsequent to the creation of a "college of teachers".
- *** 4.5.1 The Ministries of Education and Colleges and Universities propose to initiate a formal review of the role of and need for post-basic teacher certification.
- *** 4.6.2 The Ministry proposes to take steps to encourage school boards to adopt five-year-term contracts for all positions of responsibility beyond the level of basic teacher (i.e., for assistant and full department heads and chairpersons, vice-principals, principals, co-ordinators, consultants, and supervisory officers) with renewal contingent upon a process of formal performance appraisal.
- *** 4.6.3 It is proposed that the Ministry, through the Crown agency previously referred to, assist teachers and administrators in obtaining overseas postings and develop arrangements to secure pension and seniority rights. (See 3.9.1)

- *** 5.1.3 It is proposed that a Ministry task force continue to re-examine school board boundaries and recommend changes and consolidations where appropriate, paying particular attention to the small, unorganized boards in the north for which the Ministry supplies supervision. Initial consideration will be given to the northwestern Ontario region.
- *** 5.2.1 It is prpopsed that, using a suitable region in northern Ontario as a pilot, the Ministry develop a means of conducting annually, through its regional office, a needs-assessment and resource-availability exercise that will identify the:
 - amount, duration, and type of special expertise required for supervision, administration, program consultation, and special education, whether in English or French, required by each jurisdiction;
 - staff from school boards potentially available as a result of redundance whose expertise could be utilized, through secondment, short-term contract, job exchange, or extended leave, to assist in providing direct services.
- *** 5.2.2 It is proposed that, using a suitable region in northern Ontario as a pilot, the Ministry establish a co-operative mechanism, to be administered by the regional office by which the special resources identified above can be retained and deployed. The costs may be borne by means such as the following:
 - charge-back to participating boards for agreed portions of service;
 - transfers of funds from the budget of the Ministry to support emergent implementation needs;
 - the transfer of funds voted to support special areas of need, such as the French-language funds now being used, funds in the Ministry of Northern Affairs used for developmental needs in the north, and funds in the Ministry of Community and Social Services used to support children's services.
- *** 5.3.3 Subsequent to receipt of the commission's report, the Ministry proposes to announce a plan to promote dialogue about proposed changes in the current act, which will lead to legislative amendments being introduced in the 1980 fall session of the Legislature.

- *** 5.4.2 It is proposed that trustees, board officials and the Ontario Teachers' Federation be asked to join with the Ministries in discussing and recommending methods for the self-assessment and external assessment of the performance of individual teachers and officials.
- *** 5.5.1 The Ministry of Education proposes to review the advisability of retaining control of the certification of supervisory officers and principals. The review will examine the merits of allowing school boards in future to appoint to principal and supervisory roles any individual deemed appropriate who possesses an Ontario Teacher's Certificate or equivalent certification acceptable to the Minister.
- *** 5.5.2 The Ministry of Education proposes to examine the feasibility of repealing those sections of the act and regulations that specify the duties of supervisory officers and principals and replacing them with amendments to make school boards directly responsible for ensuring the effective discharge of assigned duties, and to provide sanctions available to the Minister in the event that such duties are not provided for.
- *** 5.8.1 It is proposed that every school board should review concurrently all phases of its operations, as a system, at least once in each ten-year period by a co-operative process involving both internal and external assessment. To this end, it may introduce legislation requiring that such a review be held under direct Ministry of Education supervision.
- *** 5.8.2 It is proposed that the emphasis in co-operative review projects be on program evaluation. Instrumentation from the Ontario Assessment Instrument Pool will be made available to assist program evaluation by gathering data on student performance.
- *** 5.8.4 Funding for both the internal and external components of co-operative reviews may be made available.
- *** 5.9.2 It is proposed that the Ministry of Education make available, in conjunction with the OAIP, methods for local program evaluation.
- *** 5.9.3 Methodology for using the pool instrumentation in provincial reviews and co-operative reviews will be developed in conjunction with the refinement and extension of those services.

- *** 5.10.1 The Ministry of Education proposes to establish an evaluation consultative committee, with representation from the Ministry, the Ontario Teachers' Federation, the Ontario School Trustees' Council, the Ontario Association of Education Administrative Officials, and other constituent groups, to advise on matters relating to the implementation and usage of the OAIP and on general aspects of provincial evaluation policy.
- *** 5.12.1 It is proposed that the powers and duties of school boards be reviewed, and amendments to The Education Act, 1974 developed, to provide that school boards assume the following responsibilities, in addition to those presently held:
 - to arrange, once every ten years, for a formal system-wide co-operative review under Ministry of Education direction (5.8.1);
 - to ensure that a regular and systematic schedule of program review takes place (5.6, 5.9, 5.9.2);
 - to ensure that a formal system of staff appraisal is in operation (5.4.2);
 - to place appointees to positions of responsibility for a term of five years (4.6.2);
 - to ensure the effective discharge of the duties it has delineated and assigned to its principals and supervisory officers (5.5.2);
 - to report annually to the public on matters, and in the form, prescribed by the Minister (5.11.1).
- *** 5.13.1 It is proposed that the Ministry enter into immediate discussion with the Ontario School Trustees' Council to develop a process whereby:
 - the structure of the Ontario School Trustees' Council and of its associations can be reviewed, with a view towards the formation of a single trustees' organization;
 - the role of the individual trustee can be reviewed, updated, and defined with greater precision;
 - the feasibility can be determined of establishing school committees of trustees and parents with powers defined in legislation to share in the governance of individuals schools.

- *** 5.14.1 It is proposed that discussions be initiated amongst appropriate ministries to identify preliminary studies that should be undertaken and to develop recommendations as to the process to be followed.
- *** 7.5.4 It is proposed that the Ministries revise systematically the curriculum guidelines that relate to computer science and computer applications in collaboration with those in schools, post-secondary institutions, and businesses who have the most recent and relevant theoretical, practical, and pedagogical backgrounds in these areas.
- *** 7.5.6 It is proposed that the Ministry of Education develop the capacity to monitor the application to instructional purposes of the new communications, computing, and information-processing technologies and to evaluate the instructional software accompanying these applications.









